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ABSTRACT

This report describes the context, design, and findings of an evaluation of a welfare reform initiative, the Recycling Fund Concept, in Mecklenburg County, North Carolina. The proposed fund would allocate money to parents of preschool children who receive Aid to Families with Dependent Children (AFDC). The concept assumes that lack of child care is an obstacle to the employment of these parents. Money saved from reduced AFDC payments would be recycled into child care services. The experimental intervention compared the amount of welfare expenditure for an experimental group of 300 individuals who were offered subsidized, employment-dependent child care support, and for a control group of 302. Pre- and post-intervention surveys were conducted to ascertain attitudinal characteristics of the experimental group. Results from the evaluation indicated that the offer of subsidized child care support had no effect in promoting employment-related behaviors or outcomes, or in reducing welfare expenditures. However, results from the surveys indicated that lack of child care was mentioned most often as a barrier to employment. A reference list of 77 items is provided. Appendices include samples of pre- and post-intervention surveys, samples of letters to clients, and results of a times series study. (BC)

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CHILD DAY CARE RECYCLING FUND EXPERIMENT

October 15, 1990

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CHILD DAY CARE
RECYCLING FUND EXPERIMENT

EXECUTIVE SUMMARY

This report describes the context, design and findings of a multi-faceted evaluation that was developed to test the central assumption behind an innovative welfare reform initiative in Mecklenburg County, North Carolina: the Recycling Fund Concept. An example of both public-private and intergovernmental cooperation in financing locally-originated welfare reform, the Recycling Fund would be a special allocation of money targeted to meet the growing demand for state-sponsored child assistance by low-income parents with preschool children who are receiving Aid to Families with Dependent Children (AFDC) and who request subsidized child care for employment-related reasons. The Concept is based on the assumption that the lack of relatively immediate, state subsidized, employment contingent child care is a major obstacle to the employment of these parents, hampering both their employment possibilities and their achievement of welfare independence.

If welfare savings could be generated through reductions in AFDC, Food Stamp and Medicaid expenditures by increasing the availability of state-sponsored child care as a support service to enable these parents to work and move toward welfare independence, developers of the initiative proposed "recycling" these savings to a special "Fund." This "Fund" could potentially expand opportunities for subsidized child care assistance at no extra cost to public funds to an ever increasing number of low-income parents who want to work rather than to remain on welfare.

Although limited in its geographic scope, Mecklenburg County is an appropriate setting for such an assessment. First, like many other urban communities across the United States, the funding for subsidized child care assistance is seriously constrained in Mecklenburg County. Of the 100 counties in North Carolina, Mecklenburg has the longest waiting list of qualified applicants requesting subsidized child care for employment-related reasons: a backlog averaging between 1000 and 1300. Second, as North Carolina's most populous county, Mecklenburg County shares features in common with other rapidly

growing "sunbelt" urban areas, and to the extent that it is representative of such areas, findings may be generalizable to this type of geographic site. At a minimum, information from this evaluation should offer a provocative set of hypotheses to similar urban areas that are attempting to be more responsive to the child care needs of low-income families.

PROJECT PURPOSE

Authorization was given in December 1988 to the State of North Carolina by the Department of Health and Human Services under the provisions of section 1115 (a) (2) of the Social Security Act to test an hypothesis that was central to their willingness to co-sponsor the Recycling Fund Concept as a full demonstration project: that the offer of relatively immediate, subsidized, employment-contingent child care could foster movement off welfare through employment, leading to decreased levels of aggregate expenditures for AFDC, Food Stamps, and Medicaid. The target group was defined as all categorically eligible AFDC families in which the youngest child was at least one year old and under the age of five, residing in Mecklenburg County, North Carolina. In addition, target families must not have been concurrently receiving state-supported child care, and the casehead must have been age 18 or older and not enrolled in school more than 10 hours per week on the average.

RESEARCH DESIGN

At a minimum, federal project representatives requested the development of a rigorous experimental design that was capable of detecting at least a 10 percent decrease in aggregate welfare expenditures for an experimental group who are offered relatively immediate, guaranteed, subsidized, employment-contingent child care support as compared to a control group who are not made such an offer but who are subject to the usual terms and conditions for receiving employment-contingent child care assistance. In Mecklenburg County, these "usual terms and conditions" often entail a waiting period of between six and ten months after an eligible client secures employment, especially for parents with very young children.

A random sample of 715 cases was drawn from the state's Eligibility Information System (EIS), which consisted of all active AFDC cases in Mecklenburg County who met target group requirements, to potentially participate in the experiment. The sample included replacements for those cases drawn into the sample that were determined at the local level to

no longer meet study criteria. A total of 602 caseheads were subsequently allocated to either an experimental group of 300 cases or a control group of 302 cases.

Experimental Intervention

The experimental intervention consisted of the offer of guaranteed subsidized child care assistance within two working weeks for a randomly selected group of experimental participants at any time over the course of one year in which the participant either secured or undertook full-time unsubsidized employment (i.e., employed or self-employed and working for pay at a job or jobs for minimum of 30 hours per week). This offer was extended to encompass all of their children under the age of twelve, and child care was assured during day-time hours (7:00 a.m. to 6:00 p.m.), Monday through Friday. Experimental group members were notified of this offer by mailed letter at the start of the experimental period, and were sent follow-up reminders one month and six months after the start of the experimental period.

Supplemental Design Features

The experimental design was augmented with two additional research design components. A retrospective time series design using autoregressive integrated moving averages (ARIMA) and lagged variable approaches was used to analyze the relationship over a seven fiscal year period (1981-1988) between expenditures for state-subsidized child care and subsequent expenditures for AFDC. Both cyclical and systematic variations in selected economic and labor force characteristics were controlled for in the analysis, which included the seven most urbanized counties in North Carolina, including Mecklenburg County. In addition, both pre- and post-intervention surveys were conducted to ascertain pertinent attitudinal, behavioral, and demographic characteristics of the target group. A longitudinal survey design, the pre- and post-intervention surveys were merged in an attempt to identify correlates of employment and employment-related behavior and outcomes at the time of the post-intervention survey, including as independent variables the experimental/control group status of respondents and their pre-intervention disposition toward the experimental offer.

MAJOR FINDINGS

The combined findings from the experimental, quasi-experimental, and survey components of this evaluation suggested that the single support offer of guaranteed subsidized child care assistance to support full-time employment, in isolation, had no statistically significant effect in either promoting employment or employment-related behaviors and outcomes, in increasing client independence from the welfare system, or in reducing aggregate welfare expenditures. However, results from the qualitative surveys indicated that the lack of available child care was mentioned most often by unemployed respondents as a barrier to employment and reported frequently by employed respondents as a barrier to a preferred job. In addition, despite the "passive" mail offer of subsidized care, nearly one-half of participants (47.6%, 147/300) in the experimental group requested further information about it. Of these contacts, fifty members of the experimental group (16.67%) actually received state-subsidized child care assistance under the auspices of the special offer; seventy-one children were successfully placed in child care facilities. Fewer than half this number in the control group (20/302; 6.6%) applied for subsidized child care assistance during the same period of time.

Additional findings from the pre-intervention survey may suggest questions for further inquiry:

Pre-Intervention Survey

- Nearly one out of five respondents were employed either part or full time; four-fifths of those not currently employed would prefer to work, most would prefer to work full time.
- The level of education of AFDC recipients was associated with their employment status; a higher proportion of those with more than a high school education was employed than those with either a high school education or less than a high school education.
- The types of jobs held by employed respondents coupled with the nature of their employment history held little immediate promise of long-term economic self-sufficiency. Most jobs were service-oriented, and almost all respondents had been in their current job for less than one year.
- One-half of the employed respondents worked schedules that included either evening or nights or weekends--schedules that were not responsive to the experimental offer of child care during day time and weekday hours.

- The lack of education was mentioned most often by employed respondents who would prefer another job as a barrier to the kind of job that they would really like, followed by the lack of available child care.

- The majority of employed respondents relied upon informal sources of child care during work hours, most often the child's grandparent.

- Employed respondents who worked other than just day shift used informal sources of child care more often than those who usually worked day shift hours.

- Cost was mentioned most frequently by employed respondents as the basis for their choice of a child care provider.

- Twice the proportion of employed respondents who used informal child care arrangements than those who used formal sources of care would prefer another type of child care arrangement for their youngest child.

- Of the employed respondents who would prefer another type of child care arrangement for their youngest child, four-fourths mentioned the health of the child as a barrier to getting the type of child care that they would prefer.

- Of unemployed respondents who did not prefer to work at the present time, nearly one-third cited illness or poor health as factors limiting their ability to participate in the labor market.

- The lack of available child care and their perceived lack of education were mentioned most frequently by unemployed respondents who preferred to work as barriers to the kind of job that they would really like.

- More than eight out of ten respondents reported that they would take up the special child care offer in Mecklenburg County if it existed; less than four percent stated outright that they would not take up the offer.

- Although for some of these respondents the lack of available child care is possibly the last remaining barrier to a job or greater economic self-sufficiency, many face a number of other potential constraints and barriers that may limit the success of any single initiative, like an increase in the availability of subsidized child care, to promote their level of economic participation and self-sufficiency.

DISCUSSION

The findings of the evaluation are generally consistent with prior research that suggests that child care is a "necessary" condition for the employment of low-income parents but not a "sufficient" condition itself to significantly promote welfare independence through employment and reduce aggregate welfare outlays. They are also consistent with the underlying rationale of recent federal initiatives, such as the JOBS component of the Family Support Act of 1988, that are designed to promote employment behavior among AFDC parents with preschool children and to foster their independence from the welfare

system. A major assumption behind these welfare initiatives is the view that welfare dependency is a multi-faceted problem that requires multi-faceted interventions, including those directed at structural constraints in the larger society and the social welfare system. As hypothesized in the present evaluation, it is unlikely that any single intervention, like subsidized child care assistance, can reduce welfare dependence and outlays through employment in the general population of AFDC recipients with preschool children.

Yet, by specifying the current pool of AFDC recipients as the sampling frame for the selection of experimental and control groups, the test of the Recycling Fund Concept faced a "worst case" scenario. As suggested by the results of the pre-intervention survey, many of the AFDC recipients in this population faced a number of personal and structural barriers to employment that are likely to produce highly recalcitrant long-term dependence. In addition, the federal standard for program success, that the aggregate level of welfare expenses would decrease by at least 10 percent with a confidence level of 95 percent for the randomly selected group receiving the special offer as compared to the randomly selected group not receiving the offer, was especially ambitious given the twelve month time frame for the intervention.

A major strength of the present evaluation was it triangulated research design. As found in the present evaluation, such designs have the potential for strengthening the internal validity of social service research. In addition, they provide a means for learning more about how both design and analysis features of evaluation contribute to the nature of study findings and conclusions.

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SECTION 1

INTRODUCTION

SECTION I

INTRODUCTION

In 1988, the Family Support Administration of the U.S. Department of Health and Human Services (HHS) approved a demonstration project designed to assess the extent to which guaranteed availability and subsidization of employment-contingent child day care (child care) affected the transition toward employment and welfare independence for AFDC recipients whose youngest child was between the ages of one and four years, inclusive. Authorization for this project was granted pursuant to section 1115 of the Social Security Act. This section enables the federal government to provide matching funds for state experimental or demonstration project costs that promote the objectives of the AFDC program but which otherwise could not be incurred under the approved state plan. Mecklenburg County, North Carolina was the site for this 15 month demonstration project, in part, because of its recent history of active community involvement in supporting the expansion of subsidized child care to low-income working parents (Troy, 1986).

As a requirement for approving this demonstration project, HHS earlier supported the development of an evaluation strategy through a grant to the North Carolina Department of Human Resources. From the perspective of HHS, the evaluation must be sufficiently sensitive and rigorous to discern the extent to which the offer of relatively immediate, guaranteed, subsidized employment-contingent child care does, in fact, influence employment behavior and welfare participation and decreases the aggregate level of welfare expenditures for parents with young children as compared to those parents who are not made such an offer, but who may have to wait on queue for subsidized child day care slots as they become available. This wait may last from six to ten months on the average in Mecklenburg County, especially for parents with very young children.

The School of Social Work at the University of North Carolina at Chapel Hill received a contract from the state to design and to conduct the evaluation of the demonstration project, which involved three components:

- a classical experimental design to isolate the extent to which the program intervention--the provision of timely, subsidized, employment-contingent child care--decreased aggregate welfare costs and facilitated welfare independence for those AFDC recipient caseheads who were the target group for this demonstration

- a quasi-experimental time-series analysis to capture the relationship, if any, between state expenditures for subsidized child care and subsequent expenditures for AFDC over a seven-year fiscal period

- the use of a pre- and post-intervention survey to ascertain pertinent attitudinal, behavioral, and demographic characteristics of the target group and to identify correlates of employment and employment-related behaviors and outcomes.

COMPETING HYPOTHESES

The lack of affordable, available and accessible child care has been identified by many as a major barrier to the successful transition from welfare to work, especially for single parents of young children. In a recent report to the U.S. Senate Committee on Finance, the Government Accounting Office noted that "child care can be the critical support service enabling an AFDC recipient to participate in an employment program or to hold a job" (U.S. Government Accounting Office, 1988a, p. 72). Yet child care costs can be prohibitive for low-income parents, particularly for single parents of very young children. These expenses can be especially costly for the "working poor." Such costs can easily consume more than one-quarter of the gross income of a single parent working full-time at the current minimum wage (U.S. Bureau of the Census, 1987). This relatively expensive cost may serve as a barrier to securing and maintaining employment unless some form of direct or indirect subsidization of child care is made available. The perception of the economic barriers posed by the cost of child care for the working poor has resulted in efforts to subsidize child care both in the recently enacted Family Support Act of 1988 (PL 100-485) and proposed child care initiatives pending before Congress.

While few, if any, would oppose supporting the child care expenses of AFDC recipients who work, the degree to which publicly-subsidized child care can serve as an incentive to foster the transition from welfare dependency to employment and hence toward increased economic self-sufficiency has been the subject of considerable debate among policy analysts. Despite the limited, fragmented, and often impressionistic research on this

topic, two competing hypotheses have been debated in the literature concerning the relationship between the provision of publicly-sponsored child care and the level of welfare dependency (Hosni & Donnan, 1979).

The first hypothesis supports the expansion of publicly subsidized child care support to low-income parents as a means of removing a significant barrier to employment (Hosni & Donnan, 1979). It asserts that publicly-sponsored child care will help reduce welfare expenditures for members of this group by improving their economic status. Proponents of this position argue that the economic appeal of increasing the supply of more available and more affordable child care is especially relevant today, given the demographic realities of increased labor force participation by mothers with preschool children and the increased number of female-headed families (e.g., Hosni & Donnan, 1979; Presser, 1982; Presser & Baldwin, 1980; Rank, 1986; Rosentraub & Harlow, 1983; U.S. Bureau of the Census, 1987; Zopf, 1989).

The second hypothesis cautions that the expansion of publicly-sponsored child care will not solve the more endemic economic problems of low-income parents (Hosni & Donnan, 1979). It is argued that welfare recipients face multiple barriers to employment and economic self-sufficiency, including limited education and training, marginal job skills, and limited work experience, as well as structural constraints in the larger society and social welfare system (Bane & Ellwood, 1983; Goodwin, 1983; Hutchens, 1981). Although proponents of this position see adequate child care provision as a necessary condition for the employment of low-income parents with preschool children, they do not see it as a sufficient condition leading to reduced welfare dependency. Moreover, advocates of the latter position maintain that the high costs of child care do not make expanded child care services a cost-effective option for reducing welfare expenditures (Ditmore & Prosser, 1972; Garfinkel, 1987; Husby, 1974; Smith, 1973). Finally, some critics of current welfare policy contend that one of the principal causes of poverty lies in the absence of a sufficient number of jobs, decreased aggregate demand for products and services, and a weakened economy arising from stagnant productivity (Easterlin, 1987; Edelman, 1987; Winnick, 1988). When viewed from this perspective, the provision of incentives to encourage welfare recipients to seek and find employment would merely result in replacing people who left public assistance with a comparable number of individuals not currently on the welfare rolls (Abraham, 1987; Riemer, 1988).

REPORT OVERVIEW

This report describes the design and findings of a multi-faceted evaluation designed to assess the relationship between the guaranteed provision of relatively immediate, subsidized, employment-contingent day care on the level of welfare dependency of AFDC parents with at least one child between one and four years of age, inclusive. It first reviews the context for the demonstration project, including a background review of the impetus and development of the demonstration program, outlines several guiding assumptions that have framed the development of welfare policy in the United States, and provides an overview of recent initiatives in welfare reform.

SECTION II
THE CONTEXT

SECTION II

THE CONTEXT

THE RECYCLING FUND CONCEPT

In 1982, the Department of Social Services and the United Way in Mecklenburg County, North Carolina, sensitive to the perceived need for expanded day care services in the county, took the lead in forming Child Care Resources Incorporated (CCRI). Under contract to the county, a major function of CCRI was to administer government funds for day care, to determine the eligibility of clients requesting state-sponsored day care assistance, and to help place in day care children whose parents want to work but who cannot afford day care.

Faced with the growing demand for state-sponsored child care assistance by low income parents who needed day care for employment-related purposes, an expanding waiting list for child care assistance, and the possibility of decreased federal and state funds for child care, the Mecklenburg County Board of Commissioners in June of 1983 included an additional $300,000 in the budget for CCRI. This was a challenge grant to be matched with equal funds from the private sector. The $600,000 fund was to be used to meet a critical problem in finding additional funds for expanding child care services to low-income parents with preschool children.

In response to the action by the county commissioners, CCRI convened a task force in August 1983 with membership from both the United Way and the Chamber of Commerce. The charge of this task force was to study the child care needs of low-income parents and to address the challenge grant. Based on a review of national, state, and county-level population demographics, and on interviews with a wide range of county and state official as well as community leaders, the task force reached the following conclusions: (a) child care for low-income parents is a priority need in Mecklenburg County, (b) the goal of the community should be to provide child care for every low-income parent who wants to work rather than to be on welfare, (c) the provision of financial assistance for child care to enable low-income parents to secure and maintain employment is a responsibility of government,

and (d) the challenge grant should be matched by the private sector on a one time basis, and put into a Recycling Child Care Fund.

The Recycling Fund would allocate money to provide child care for the preschool children of parents who are current AFDC recipients (Aid to Families with Dependent Children) or who left AFDC within the last six months, who are able and who want to work, and who have requested child care assistance from the county. These families must meet the same criteria established to receive state-sponsored, employment-contingent child care under normal operating conditions. CCRI would identify such families from agency records and work through existing community programs (e.g., Work Incentive, Employment Security Commission, Urban League) as well as directly with businesses to help parents from these families secure employment. Through the Recycling Fund, CCRI would secure child care as a support service to enable these parents to work.

CCRI would keep a record of the child care costs and, for a period of time, document cost reductions for these families in other program areas such as AFDC, Food Stamps, and Medicaid. Savings to government in other program areas that resulted from providing child care to these parents for employment-related reasons would be presented to county, state, and federal governments each year. Reimbursement for these savings would then be sought at each level of government (federal, state, and county) and channeled back (or "recycled") to the Fund annually. If savings were to exceed costs, the Fund might become self-sustaining, and this cost effectiveness could be documented. As such, the Fund could potentially provide continuity in child care services to an ever increasing number of low-income parents at no extra cost to public funds (see Figure 2-1).

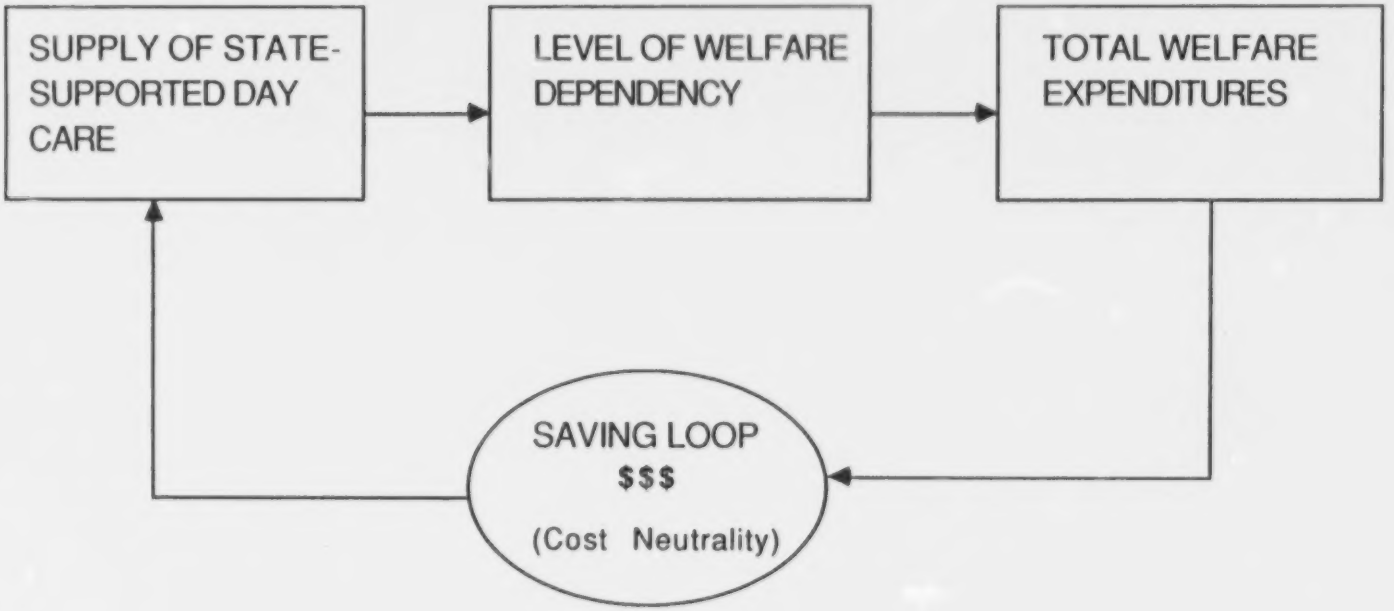
The community responded positively to the challenge grant. Foundations and businesses put up $100,000 and the United Way contributed $150,000 from its capital funds account; the City of Charlotte contributed $50,000. This $300,000 matching fund was collected on the premise that these funds would be returned to their donors if the Recycling Fund Concept was not implemented.

Rationale and Challenge

The Recycling Fund Concept is an innovation in both public-private and intergovernmental cooperation in financing locally-originated welfare reform. It is based on the assumption that the lack of affordable child care is a major obstacle to the employment of AFDC parents with preschool children, hampering both their employment

Figure 2-1

THE RECYCLING FUND CONCEPT



Underlying Assumption: The lack of affordable and readily accessible child day care is a major obstacle to the employment of AFDC parents with preschool children.

possibilities and continuity and hence their achievement of welfare independence. By increasing the availability of state-sponsored child care (i.e., supply), it is assumed that the implementation of the Recycling Fund Concept will promote the ability of an increasing number of low-income parents to seek and maintain employment. The result will be reduced welfare dependency and expenditures.

A key challenge was to empirically demonstrate the net welfare savings that were hypothesized to result from increasing the availability of state-sponsored child care. Since the level of welfare expenditures either for recipients in the aggregate or any one recipient may be affected by a combination of factors, it was critical to develop a procedure by which to estimate the cost savings that could be attributed to the child care intervention and therefore "recycled." For the Recycling Fund to become self-perpetuating, the costs of implementing the concept must, at least, be offset by a reduction in total welfare expenditures (i.e., AFDC, Medicaid, and Food Stamps).

A Proposal to Health and Human Services

In April 1985, CCRI submitted a formal proposal to the Office of Human Development Services (OHDS), Department of Health and Human Services (HHS), to test the Recycling Fund Concept. Secretary Heckler applauded the concept but asked that a more elaborate evaluation be designed to test the key hypothesis underlying the Recycling Fund Concept: the cost savings or, at least, cost neutrality of increasing the supply of child care. If an evaluation design could be developed which was sufficiently rigorous to test this hypothesis, the OHDS was interested in co-sponsoring the Recycling Fund Concept as a demonstration project.

Under partial support from the Administration for Children, Youth and Families (ACYF), Evaluation Branch, a revised proposal was submitted by CCRI through the North Carolina Department of Human Resources to the Division of Program Evaluation, Office of Family Assistance, Family Support Administration, Department of Health and Human Services in June 1987 for implementing and evaluating the Recycling Fund Concept. Funding for the demonstration project was requested under section 1115 of the Social Security Act.

In February 1988, the project team was invited to appear before the Interagency Low Income Opportunity Advisory Board. Established by President Reagan on July 20, 1987, the Board functioned to enhance coordination of Federal public assistance programs and

policies that cut across departmental lines. A key function of this Board was to assist states that were applying for public assistance program waivers by reviewing and evaluating demonstration proposals, and by submitting advisory recommendations to the secretaries of the federal departments from which waivers were requested.

Based on feedback from the Board, the scope of the evaluation design was subsequently enlarged and a revised proposal was resubmitted to HHS for funding in July 1988. The proposal included only the evaluation component, and the target group was restricted to current AFDC recipients. Unlike the earlier proposal submitted in June 1987, no additional program funds were requested to implement the Recycling Fund Concept. HHS approved the 15 month project effective December 1, 1988 under provisions of section 1115 (a) (2) of the Social Security Act. Under these provisions, 50 percent of the project's evaluation cost ($98,150) could be paid from federal funds.

THE WELFARE MILIEU

Profile of AFDC Recipients and Expenditures: National, State, and County

Today, approximately one of every three persons with an income below the poverty line is an AFDC recipient (U.S. Bureau of the Census, 1988; U.S. Social Security Administration, Office of Research and Statistics, 1989). Nationally, AFDC assistance payments totalled $16.67 billion in fiscal 1988. These payments reflect an average annual caseload of 3,747,949, representing 10,919,965 average monthly recipients. Average monthly payments nationwide were $370.50 per family, and $127.17 per person. While benefits vary widely between states, the "typical" AFDC family in the U.S., consisting of approximately 2.9 persons, receives an income transfer from AFDC alone of less than one-half of the official poverty level for a family of three (U.S. Bureau of the Census, 1988).

The aggregate AFDC assistance payment in North Carolina was $205,618,868 for fiscal 1988. The state's average monthly caseload of 70,586 reflected an average of 182,842 monthly recipients, of whom 124,124 were children. With an average payment per family of $242.75 (65.5% of the national average), North Carolina ranked 39th of the 50 states and the District of Columbia. The State's percentage of the total AFDC average monthly caseload for FY 1988 was 1.88 percent of the U.S. total, and its percentage of total assistance payments nationwide was 1.23.

While North Carolina ranks in the lowest quarter of states in terms of average payment per family, compared with its regional neighbors this average monthly payment

per family is closer to the median. Within the South Atlantic Census region, comprising eight states and the District of Columbia, North Carolina ranks sixth; Of the sixteen states and one District within the three "southern" regions (South Atlantic, East South Central, and West South Central), the state ranks seventh (U.S. Social Security Administration, Office of Research and Statistics, 1989).

With an average monthly caseload of 5,175 representing 13,198 average monthly recipients, Mecklenburg County accounted for 7.33 percent of statewide caseload and 7.22 percent of statewide recipients during Fiscal Year 1988 (North Carolina Department of Human Resources, 1989).

Norms and Demographics

At least four principles have been identified that have shaped American welfare policy from the colonial period to the present: (a) acceptance of a government mandate to aid the poor; (b) efforts to prevent over-reliance on government assistance by actual and potential welfare recipients; (c) distinction between and differential treatment of groupings of the poor (e.g., "the deserving poor"); and (d) assistance programs that reflect and reinforce community values (Garfinkel, 1987).

In his assessment of attitudes of the American public toward antipoverty policy, Heclo (1986) has noted that while Americans appear to have no objection, in principle, to a government role in assisting the poor, support for such actions is contingent upon a strong "needs-based" orientation. He pointed to the seeming paradox that "Americans favor government actions to help the poor, but they generally dislike the subset of government programs that are intended to be targeted on the poor" (Heclo, 1986, p. 330). This seeming discrepancy arises from different public perceptions of the relative merits of "welfare" programs, which are viewed as income transfer payments to the poor, and programs designed to "assist" and/or "care" for the poor, including efforts to encourage welfare independence (NORC, 1984; Heclo, 1986). In addition to these orientations, the proposition was put forth during the last decade that government anti-poverty policies and approaches to welfare fostered the growth of a class that became increasingly dependent on income and in-kind transfers (Murray, 1983; Rein, 1974). Although this perspective has engendered considerable controversy, it remains largely unsubstantiated (Glass, 1982; Goodwin, 1972; Parham, 1968; Zopf, 1989).

These seemingly ambivalent public attitudes were reflected in Congressional debate and framing of legislation in reforming the most visible--and controversial--welfare program currently in existence: Aid to Families with Dependent Children (AFDC). One of the more contentious points of disagreement leading up to passage of the Family Support Act of 1988 (PL 100-485) revolved around mandatory employment requirements for AFDC recipients with preschool-aged children. While there was considerable discussion of the feasibility and ultimate value of this aspect of welfare reform, advocates of differing positions on this issue tended to concede the necessity of providing access to affordable child care for mothers of preschool-aged children as a critical component if mandatory work requirements were to have any realistic prospect of success. That this issue had moved to the forefront of welfare reform efforts reflects the "sea change" that has occurred concerning the perceived social desirability of mothers with young children undertaking full-time employment in the labor force.

At the time of its inception, AFDC was reflective of then prevailing societal norms concerning the roles and responsibilities of families and their members. Its basic rationale was to strengthen family functioning by releasing "from the wage earning role the person whose natural function is to give her children the physical and affectionate guardianship necessary, not only to keep them from falling into social misfortune, but more affirmatively to rear them into citizens capable of contributing to society" (Garfinkel & McLanahan, 1986, p. 101).

Today, approximately 85 percent of AFDC recipients report no income from employment, either full or part-time. In many states with low benefits, anyone working would immediately become ineligible for AFDC. The vast majority are thus dependent on income from this program, as well as food stamps and non-cash benefits from medicaid and (perhaps) subsidized housing for virtually all their family's support. While approximately 30 percent of recipients have relatively brief spells of AFDC dependence (i.e., two years or less), a similar percentage can be considered long-term dependents, receiving benefits for eight years or more (Ellwood, 1985: Garfinkel, 1987).

In an earlier era where maternal employment was viewed as detrimental to the development of young children, relatively long-term dependence on AFDC in lieu of earnings from employment would not have run counter to societal expectations for single mothers with young children. However, recent years have seen dramatic shifts in labor force participation of mothers with children, changes that have been particularly pronounced for mothers with young children. Over a twenty year period the number of

women participating in the labor force doubled, to the point where women comprised 44 percent of the work force in 1986. This shift has been especially pronounced for mothers with preschool aged children, of whom 60 percent are now employed (Reisman, Moore & Fitzgerald, 1988; U.S. House, Committee on Education and Labor, 1988; U.S. Department of Labor, 1988). Given the widespread labor force participation by mothers with young children, including single mothers, some policymakers began to feel that AFDC support provided a government-subsidized opportunity for some mothers of young children to opt out of the labor force (U.S. Government Accounting Office, 1988b).

Much has been written concerning the "AFDC population," and it suggests that its composition is not homogeneous. Drawing upon data from the Panel Study of Income Dynamics and the National Longitudinal Survey, O'Neill and associates (1984) determined that certain recipient, program, and economic characteristics were related both to the length of spell in which the casehead remained on AFDC as well as the frequency of exits from the program. Among casehead characteristics related to shorter length of time on AFDC in this study were educational attainment (12 years or more), having been employed at least four years in the past, not growing up in a single-parent household, being the parent of not more than one child, having been married in the past, and residing in one of the Southern states. Welfare program characteristics related to AFDC experience centered on the level of benefit: other factors being held constant, the higher the AFDC benefit, the lower the probability of exiting from the program. Finally, economic forces appeared to influence AFDC participation patterns: the unemployment rate was determined to be positively related to duration of spell on AFDC, while real wage increases were found to be positively related to exits from AFDC (O'Neill, Wolf, Bassi, & Hannan, 1984).

Competing Assumptions Toward Welfare Reform

Two competing assumptions have guided the array of differing approaches to welfare reform. The first of these proceeds from a value base that most nearly represents the approach of neoclassical economics and social exchange theory. From this viewpoint, the individual welfare recipient is the focus of attention. This perspective posits that individuals act in rational ways to maximize their perceived self-interest. To the extent that employment is perceived as an economically superior option to continued reliance on the welfare system, individuals will chose the former.

This orientation has resulted in approaches that either seek to enhance the opportunity and ability of welfare recipients to find and keep jobs at good wages, such as

the Employment and Training Choices (ET) initiative adopted by the Commonwealth of Massachusetts in 1983, or else in the maintenance of income support programs that are sufficiently meager that even the lowest paying jobs will serve as an incentive for recipients to exit the welfare system. The latter approach has historically characterized the welfare system in the majority of states, prompting the observation that "welfare is a paradoxical network of programs that aims to provide sufficient benefits to meet basic needs, yet these benefits must be so low that the poor have a clear interest in leaving the system. The system attempts to encourage clients to forego the security it provides." (U.S. Government Accounting Office, 1988b, p. 20).

A second competing assumption guiding approaches toward welfare administration and reform proceeds from a neostructuralist orientation. This approach focuses on constraints that are endemic to the larger social system, such as overall job availability, government industrial and educational policies, geographical distribution of jobs, and the need of society for a permanent underclass to supply a potential surplus pool of cheap and replaceable labor. From this perspective, successful transition from welfare to work for large numbers of individuals, however strongly motivated toward seeking employment, will only occur when the structural constraints that impede or prevent such movement are removed or circumvented.

While these two broad perspectives may be seen as competing, they are not necessarily contradictory. Their major difference lies in the vantage point from which the problem of poverty, and its possible solutions, are viewed. The neoclassical economic and social exchange theory-based approach adopts a "micro" point of view, in contrast to the "macro" orientation of the neostructuralists.

Recent welfare reform efforts, such as the Family Support Act of 1988 (PL 100-485), while addressing certain structural barriers such as education/training opportunities and economic supports for child care and health coverage, appear, on balance, to be more "micro" in orientation, given their neglect of such broader issues as industrial and trade policies. To the extent such broad structural concerns enter into considerations of welfare reform, they appear to do so through strategies designed to assist the individual welfare recipient to overcome structural impediments, rather than through a concerted effort to remove the barriers themselves. This orientation may reflect the general tendency of American welfare policy to view the root causes of poverty as deficiencies inherent in the victims of poverty rather than in the larger social system (Mason, Woodarski, & Parham, 1985).

Legislative Initiatives

PL 100-485 (Family Support Act of 1988), enacted into law October 13, 1988, was the most comprehensive overhaul of federal welfare legislation in the past half century. Unlike two previous efforts to substantially alter the conditions of welfare (the Family Assistance Plan proposed in 1969 and the Program for Better Jobs and Incomes put forth in 1977), this latest attempt succeeded in overcoming deep ideological differences to create new provisions for strengthening the child support system, extended the AFDC-UP program for two-parent families to all fifty states, and initiated a nationwide "Job Opportunities and Basic Skills Program" (JOBS) that required participation by all non-exempt welfare recipients, as long as child care was provided. Under this last provision, states are given the option of requiring participation of parents whose youngest child is at least one year of age: all states are required to mandate participation in JOBS if the recipient's youngest child is at least three years old, and if child care is provided for employment or training purposes. This legislation thus begins to approach AFDC as more of an employment training and support program than as simply an income maintenance system. Yet, while the Family Support Act's initiatives represent a major revision in approach to welfare policy, provisions for its implementation are such that during the first several years of its existence a relatively small percentage of all AFDC families will be required to participate in and potentially benefit from the JOBS program. In part, its incremental implementation reflects concern with increased costs associated with the expansion of supports and services, including subsidized child care.

Two recent state initiatives that have aimed at fostering the transition from welfare to work include provisions for child care for single mothers of preschool-aged children as part of an integrated package of programs and services. These are the Employment and Training Choices (ET) program of the Commonwealth of Massachusetts and California's Greater Avenues for Independence (GAIN).

ET was predicated on two principal assumptions: (a) most welfare recipients will opt for work over welfare receipt if educational, placement, and support services (e.g., transportation and child care) are provided, and (b) the appropriate role of welfare services is to transcend an income sustenance function and to assist clients in becoming economically self-sufficient (Behn, 1987).

One distinguishing feature of ET that separates it from most other welfare-to-work programs is that participation in the program is voluntary for all welfare recipients with the

exception of WIN-eligible participants. The program provides an array of supports to participants depending on needs identified during an initial assessment session. These supports include collaborative development of an employment plan, career planning, on-the-job training in a supported work environment, direct job placement, childcare, transportation, and healthcare. Child care is mainly delivered through a voucher system. More than one-third (35%) of all ET participants in 1985 were single mothers with preschool-aged children (Wiseman, 1988).

GAIN attempts to combine an array of services not unlike those provided by ET with the insights gained from the job search demonstration project conducted in the San Diego area by Manpower Demonstration Research Corporation (Goldman, Friedlander, & Long 1986). Unlike ET, however, this program requires participants to enter into a contractual agreement with the program that binds the state to provide services deemed necessary at assessment phases throughout the program; in return, the participant contracts to participate in the program under penalty of sanctions for non-compliance (Wiseman, 1988).

The complex array of supports and services provided by each of these state-level innovations in welfare reform makes it difficult to isolate the effects of child care provision for single mothers with preschool-aged children and examine them independently of the other interrelated components of these programs. By implication, both these initiatives, as well as the directions taken in the Family Support Act, seem to recognize that provision of child care to such mothers can be a critical element in any successful effort to foster the transition from welfare to work and to sustain welfare independence. Equally important, however, is the implicit recognition that child care provision alone is insufficient to accomplish these goals.

SECTION III
RESEARCH HYPOTHESES

SECTION III

RESEARCH HYPOTHESES

The past generation has witnessed considerable transformation in the composition of the poverty population. While the overall official poverty rate has declined for the population as a whole, certain segments have experienced constant or rapidly growing levels of poverty. Single mothers of preschool-aged children have been particularly susceptible to poverty.

As a component of the poverty population, AFDC recipients with preschool-aged children are among those families most severely mired in poverty. A large majority of these recipients report little or no income from employment (Moynihan, 1988). While some of this may be attributable to relatively low eligibility levels in many states, where even minimal levels of income may serve to render recipients ineligible for continued AFDC participation, evidence from such relatively high benefit states as New Jersey and Illinois indicate that the great majority of AFDC recipients report no earnings from employment as well (Kisker, Maynard, Gordon, & Strain, 1989).

Access to affordable and available child care for employment-related purposes has often been identified as a necessary component to foster the transition from welfare to work for mothers of preschool-aged children. It has been argued that without such support, the budgetary burden of paying for child care at market rates creates an economic disincentive for accepting what, for many of these mothers, would be their most realistic employment opportunities: lower-paying, entry level jobs.

There have been several attempts to evaluate the extent to which the provision of an array of support services, including access to available and affordable child care, can serve to foster the transition to welfare independence for low-income mothers with preschool-aged children (Manpower Demonstration Research Corporation, 1980, 1987; Wiseman, 1988). This current study differs from these by attempting to discern the extent to which the offer of guaranteed timely, subsidized, employment-contingent child day care fosters the transition from welfare for AFDC mothers with pre-school aged children that form the target of this inquiry, and hence reduces aggregate welfare expenditures.

Prior research lends credence to the proposition that while child care availability and affordability may be necessary conditions for assisting AFDC recipients with preschool-aged children toward welfare independence, they may not be, in and of themselves, sufficient conditions. Research and study findings also suggest that the availability and affordability of child care may operate differentially as an incentive for members of the target population, given the extent to which factors other than child care serve to enhance or reduce the likelihood of transition from welfare.

These admittedly broad generalizations have formed the basis for the two over-arching research hypotheses that guide the present evaluation. In turn, both suggest research questions and hypotheses that are specific to each component of this study, either singly or in combination.

HYPOTHESIS 1

There will be No Outcome Difference Between Experimental and Control Groups

Discussion and Rationale

The first guiding hypothesis predicts that there will be no statistically significant difference between reduced levels of welfare dependence (as measured by aggregate cost differentials for AFDC, Food Stamp, and Medicaid expenditures) between experimental and control groups as a result of the offer of relatively immediate, subsidized employment-contingent child care. The rationale behind this hypothesis is that while access to child care is necessary for securing and maintaining employment, it may most appropriately be viewed as the last remaining obstacle in the transition from welfare to work. Research suggests that other personal and demographic characteristics of AFDC recipients themselves (e.g., level of education, prior work history, and number of children) and the environment in which they live (e.g., job availability, wage and salary levels, and prospects for continuity of employment) are stronger determinants of attainment of welfare independence through employment (Garfinkel, 1987; O'Neill et al., 1984). Given the random assignment of study participants to experimental and control groups, it is reasonable to assume that these characteristics are also randomly distributed between members of these two groups.

The primary dependent variable employed in the experimental intervention was aggregate cost savings for AFDC, Food Stamp, and Medicaid expenditures for the

experimental group compared to the control group. To the extent that members of either group who became employed over the course of the demonstration period accepted jobs at or near minimum-wage levels, significant cost savings could be detected only with respect to AFDC expenditures. In many cases, Food Stamp participation would be continued, and Medicaid coverage, assured for four months after respondents leave AFDC, might well be expected to remain operative even after this period, especially given the lack of adequate health insurance in many lower-paying jobs.

Furthermore, since the demonstration project had a relatively short duration of one year, and since it is likely that study participants who accepted employment during this period would tend to take lower-paying jobs at or near minimum-wage levels, the use of aggregate cost savings across these three programs may serve to attenuate the actual cost savings that would, in all likelihood, be realized in AFDC expenditures alone. In addition, aggregate cost differences between experimental and control group respondents are likely to be attenuated further by control group respondents who become employed over the course of the study and receive state-subsidized child care assistance under normal operating conditions.

HYPOTHESIS 2

Personal and Demographic Characteristics of Study Participants Who Attain Welfare Independence Will Differ Significantly from Those Who Do Not

Discussion and Rationale

This hypothesis is predicated upon prior research suggesting that AFDC recipients who are more highly educated, have fewer children, express greater desire to work, and who are concurrently employed at least part-time are more likely to terminate from AFDC, more quickly, than their counterparts with less education, more children, less desire to work, and who are not concurrently employed. It is anticipated that these differences will manifest themselves for study participants across both experimental and control groups.

This second hypothesis also predicts that the experimental intervention will interact with recipient characteristics that prior research has suggested are positively associated with attainment of welfare independence. As a result of this interaction, it is hypothesized that experimental group members with these characteristics will demonstrate a significantly higher level of attainment of welfare independence than others in the experimental group and their counterparts in the control group. The second hypothesis poses implications for

the concept of "targeting" interventions such as the experimental offer. The aggregate difference between experimental and control group outcome may not be significant, for reasons specified in the discussion of the first hypothesis. Yet, to the extent that significant differences can be discerned within subgroups of the study population, the likelihood increases of targeting individuals who will more readily benefit from the intervention and attain welfare independence.

SECTION IV
RESEARCH DESIGN

SECTION IV

RESEARCH DESIGN

There has been a resurgence of interest in the incorporation of both qualitative and quantitative perspectives in the conduct of social scientific research (Bryman, 1988). This interest is reflected in the development of multi-perspective evaluation designs that are capable of capturing changes that occur in program or activity participants, processes, outcomes and impacts (Neenan, 1987). Since multi-faceted evaluative approaches typically examine phenomena from diverse perspectives and orientations, they would appear more capable of capturing such changes than strategies that rely on a single method or orientation alone.

The evaluation design adopted for this demonstration project proceeds from the recognition that the triangulation of methods is conceptually superior to approaches that entail only a single-method design (Webb, Campbell, Schwartz, & Sechrest, 1966). Briefly stated, "triangulation" consists of the combination of different methodologies in the examination of a single research question in order to strengthen the validity of conclusions reached, should the different approaches prove mutually confirmatory (Bryman, 1988). The major purpose of such an approach is to enable the investigator to transcend built-in and personal biases that may arise from the use of one methodology, one theoretical perspective, or one single source or type of data (Denzin, 1989).

This study has adopted an approach that incorporates both quantitative and qualitative sources of data (e.g. cost savings and expenditures; employment behaviors and attitudes; participants' perceptions concerning employment and barriers to its attainment). In addition, the use of complementary methodological approaches enable tests of direct effects of the demonstration as well as provide insight into the relationship between subsidized child care and subsequent welfare expenditures over time under different economic and programmatic constraints. The evaluation design encompassed three major components:

- a classical experimental design to isolate the extent to which the program intervention--the provision of timely, subsidized, employment-contingent child care-- decreased aggregate welfare costs and facilitated welfare independence for those AFDC recipient caseheads who were the target group for this demonstration

- a quasi-experimental time-series analysis to capture the relationship, if any, between state expenditures for subsidized child care and subsequent expenditures for AFDC over a seven-year period

- the use of a pre- and post intervention survey to ascertain pertinent attitudinal, behavioral, and demographic characteristics of the target group and to identify correlates of employment and employment-related behaviors and outcomes.

CLASSICAL EXPERIMENTAL COMPONENT

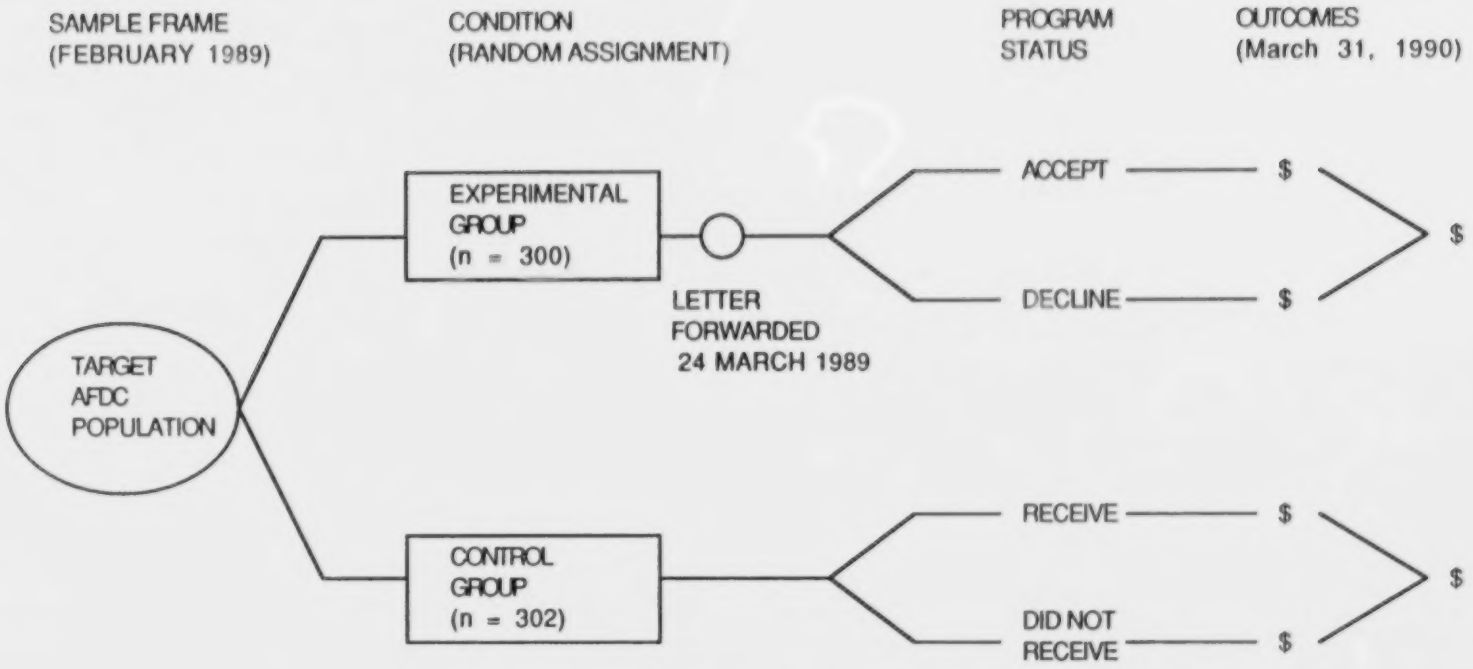
The target population for this demonstration project consisted of all categorically eligible AFDC families in which the youngest child was at least one year old and under the age of five, residing in Mecklenburg County, North Carolina. In addition, target families must not have been concurrently receiving state-supported child care, and the casehead must have been over age 18 and not enrolled in school more than 10 hours per week on the average.

A classical experimental design was used to isolate the unique effects of the offer of relatively immediate, subsidized child day care relative to subsequent aggregate expenditures for AFDC, Food Stamps, and Medicaid (see Figure 4-1). This design, consisting of random assignment of target group members to either an experimental or control condition, enables comparison of dependent variable outcomes (i.e., aggregate welfare expenditures) as they differ between the group who received the experimental intervention and those who did not. By virtue of its use of random assignment, this method possesses the advantages of maximizing internal validity by minimizing the possibility of systematic biases associated with membership in either the experimental or control group.

Using a sampling frame consisting of all active AFDC cases in the Eligibility Information System (EIS) of North Carolina's Department of Human Resources, a randomly selected sample (N=602) of AFDC caseheads meeting the above criteria was selected on February 1, 1989 and randomly allocated to either an experimental ($n_1 = 300$) or control group ($n_2 = 302$). A sample of this size was necessary to achieve sufficient statistical power

Figure 4-1

THE EXPERIMENTAL MODEL



NOTE: At the end of the demonstration, the actual Federal cost of the Medicaid, AFDC, and Food Stamp Program benefits for the experimental group will be compared to the Federal cost of these benefits for the control group. If, with a confidence level of 95 percent, aggregate Federal costs for the experimental group are at least 10 percent less than such costs for the control group, then the Department agrees to reimburse otherwise unreimbursed State child care costs up to the actual difference in Federal costs between the experimental and control groups.

(.80) in order to detect a small to moderate difference (10%) between experimental and control group outcomes using one-tailed significance tests with alpha equal to .05 (Cohen, 1988). Random assignment of selected members to experimental and control group conditions minimizes threats to internal validity. Similarly, random selection of sample members from the parent sampling frame minimizes threats to external validity by maximizing assurance that individuals sampled from the target population are representative of that population.

Data on AFDC recipient families obtained from EIS was first used to generate a listing of all AFDC recipient families in Mecklenburg County, North Carolina that appeared to correspond to the population parameters specified for this study. A k^{th} item systematic sample with random start was drawn from this frame. This sample was subsequently checked against active case records from the Mecklenburg County Department of Social Services to determine whether each family still met criteria for inclusion in the study. For those families whose status had changed (e.g., through birth of a newborn infant not yet reflected in the EIS file), a replacement family meeting criteria for inclusion was substituted from a supplemental list also drawn from EIS, following verification of County DSS records. A total of 602 AFDC families meeting study parameters was ultimately selected by this procedure, of which 300 were assigned to the experimental condition and the remaining 302 were treated as controls.

Each member in the experimental group was guaranteed the provision of subsidized day care during day-time hours (7:00 a.m. to 6:00 p.m.) within two working weeks for all their children under the age of twelve at any time over the course of one year in which the member either secured or undertook full-time unsubsidized employment (i.e., employed or self employed and working for pay at a job or jobs for a minimum of 30 hours per week). Experimental group members were notified of this availability by mailed letter at the start of the experimental period, and were sent follow-up reminders one month and six months after the start of the project. This experimental period began on 24 March, 1989. The guaranteed child care slots for these experimental group members were to be made available for their use at any time during the course of the one-year demonstration project, and they could continue to receive subsidized care as long as earnings and hours worked continued to meet program requirements.

The control group consisted of individuals who were offered employment-contingent child care on an "as available" basis with no guarantee that a child care slot would be available at the start of full-time unsubsidized employment. Members of this group were

subject to the terms and conditions of the child care services currently in effect for members of the target population in Mecklenburg County. This often entailed a waiting period of between six to ten months after securing employment before subsidized child day care could be provided, especially for parents with very young children.

Analysis of the differential effects, outcomes, and impacts resulting from the independent variable (guaranteed employment-contingent child care) was ascertained through comparisons between the experimental and control groups over the life of the demonstration. The dependent variables included aggregate cost savings related to participation in AFDC, Medicaid, and Food Stamp programs. This approach afforded an estimate of the cost-effectiveness of subsidized guaranteed employment-contingent child care in addition to providing evidence of the cost-neutrality of supporting such an effort for this population.

No additional program support was requested from the sponsor for purposes of conducting this evaluation. The child care slots for the experimental group were taken from the exiting pool of available slots in Mecklenburg County: approximately 2000. The Department of Health and Human Services agreed to reimburse the otherwise unreimbursed state child care costs up to the actual difference in federal cost of the AFDC, Medicaid, and Food Stamp Program benefits between the experimental and control groups. However, this reimbursement was made contingent on detecting at least a 10 percent decrease with a confidence level of 95 percent in aggregate federal cost for the experimental group as compared to the control group.

QUASI-EXPERIMENTAL TIME SERIES COMPONENT

A retrospective time series design using autoregressive integrated moving averages (ARIMA) and lagged variable approaches was used as a second method to analyze the relationship between expenditures for state-subsidized child care and subsequent expenditures for AFDC. Both cyclical and systematic variations in selected economic and labor force characteristics were controlled for in the analysis which included the seven most urbanized counties of the state, including Mecklenburg County. Specifically, the investigation tested the null hypothesis that there is no relationship between monthly subsidized child care expenditures and subsequent monthly AFDC expenditures in each of the seven urbanized counties examined, when controlling for inflation rate, unemployment rate, federal legislative changes in AFDC program criteria, and seasonality patterns, over the seven-year fiscal period: 1 July 1981 to 30 June 1988. Data for these analyses were obtained from the North Carolina State Department of Human Resources.

There are two key features of any time series design: (1) the repeated measurement of a dependent variable or variables across a specified time period for some individual or group, and (2) the introduction and/or contraction of an experimental stimulus at one or more points in the time series (Campbell & Stanley, 1963; Tripodi & Harrington, 1979). In this analysis, expenditures for AFDC constituted the dependent variable, while expenditures for subsidized child care were the independent variable. In the absence of equivalent control groups, the greatest threat to the internal validity of such a time series approach is history--the competing hypothesis that some variable other than the proposed independent variable produced changes in the dependent variable over time (Campbell & Stanley, 1963).

In examining the temporal relationship between subsidized child care expenditures and subsequent expenditures for AFDC, it was deemed necessary to examine and, if necessary, control for historical and other possible sources of contamination. From this perspective, administrative or policy changes, changes in program elements or eligibility requirements, and variations in the local economic climate were deemed the most likely sources of possible contamination. As a consequence, indicators of these (i.e., measures of inflation rate, unemployment rate, federal legislative changes, and seasonality) were explicitly introduced into the model to serve as controls where necessary.

Another potential difficulty in the use of time series methodology is the extent to which autocorrelation is operative within variables over time. This phenomenon, if present, can give rise to serially correlated error terms in the estimation process, presenting the danger of spurious interpretations and inferences (Bowen, Farkas, & Neenan, in press; Nurius, 1983; Ostrom, 1978). Additionally, multicollinearity between and among variables can result in spurious results. In this analysis of the relationship between subsidized child care expenditures and subsequent expenditures for AFDC, diagnostic procedures to identify and, if necessary, correct for both autocorrelation and multicollinearity were performed prior to final model specification.

A key consideration in the time series analysis was identification of the appropriate unit of analysis. Given the wide latitude of individual counties to set criteria for eligibility to participate in the subsidized child care program, it was deemed most appropriate to consider the individual county as the unit of analysis, rather than to aggregate results across counties. Observation units for the independent, dependent, and control variables used in this analysis consisted of monthly data points spanning the state's fiscal years 1981 through 1988.

QUALITATIVE COMPONENT

The final component of this triangulated evaluation approach entailed the use of pre- (time 1) and post-intervention (time 2) surveys of members of the target population.

Pre-intervention Survey

From the approximately 1300 caseheads that comprised the target population, a random sample of n=715 was drawn and administered a telephone interview prior to the beginning of the experiment. Included within this sample were those individuals who had been assigned to either the experimental or control group condition.

The purpose of these interviews was to help assess factors that were not amenable to analysis through the use of either the outcome measures provided by the experimental design or through the retrospective time series analysis undertaken in the quasi-experimental component. Among the factors probed by this methodology were present employment patterns and attitudes of members of the sample as well as their preferences toward and utilization of child care resources.

Individuals without telephones, or not reachable by phone, were asked to complete a shorter self-administered survey. This mail survey focused primarily on the respondents' current working patterns and their perceived barriers to employment. As was the case with the telephone interview, the self-administered mail survey took place prior to the beginning of the demonstration project in March, 1989.

In addition to assessment of the foregoing factors, those individuals who were administered the telephone interview as well as those surveyed by mail were provided a description of the experimental intervention and asked to indicate whether, and why, they would or would not take advantage of it for employment-related reasons. This approach enabled assessment of differences between respondents' attitudinal disposition toward the demonstration program and their actual behavior over the course of the experimental period.

Post-intervention Survey

Approximately one month after the conclusion of the experimental demonstration period (March 31, 1990), a follow-up telephone survey was undertaken with the subsample of experimental and control group members who responded to the pre-intervention telephone survey. In addition to affording comparisons with the baseline survey conducted prior to the

intervention for members of the experimental and control groups, time 2 work-related behaviors and outcomes were examined by selected time 1 and time 2 demographic, work, child-care, and program-related variables.

SECTION V
PRE-INTERVENTION SURVEY

SECTION V

PRE-INTERVENTION SURVEY

As a precursor to the experiment, a survey was conducted of respondents who had been randomly selected into the sampling pool. Included within this sample were those individuals who had been assigned to either the experimental or control group condition, including a potential replacement sample pool of 115 members. Ten objectives provided the framework for this survey.

- To determine the extent and nature of employment by respondents, their attitudes and preferences toward work, and their perceived barriers to a preferred type of job.
- To determine how the job-related attitudes, preferences, and behavior of respondents may vary by selected respondent- and child-related characteristics.
- To determine the child care arrangements of employed respondents for their only or youngest child, the basis for their choice of a provider, and their perceived barriers to preferred child care arrangements.
- To determine the hypothetical child care arrangements of unemployed respondents for their only or youngest child if they were to work, and to identify the basis for their choice of a provider.
- To determine the extent to which the lack of available child care is perceived by respondents as a barrier to a preferred kind of job.
- To determine if the proportion of respondents who report the lack of available child care as a barrier to a preferred kind of job may differ by selected respondent- and child-related variables.
- To determine the interest of respondents in a special child care program that would locate day care within two working weeks for all their children under age 12 and fund some or all the cost for this care while they pursue full time work.

- To identify the profile of respondents who are most likely to feel favorable toward the special child care program.

- To provide baseline data for a longitudinal assessment of the differences between the attitudinal disposition of respondents in the experimental group toward the special child care program and their actual behavior over the course of the experimental period.

- To provide baseline data for a longitudinal assessment of the work-related behaviors and outcomes of respondents over the course of the experimental period, and to identify demographic, work, child care, and program-related variables associated with variations in these outcomes.

This review of the pre-intervention survey focuses upon the first eight of these objectives. The last two are the focus of the post-intervention survey review.

METHOD

Source of Data

The data for the study were obtained from a systematic random sample of 715 caseheads who were residing in Mecklenburg County, North Carolina and who were receiving Aid to Families with Dependent Children (AFDC) as of February 1, 1989. This sample was selected from the North Carolina Department of Human Resources AFDC Master File using a systematic random sampling procedure with random start. The following parameters were specified in defining the sampling frame:

- Resident of Mecklenburg County
- Current AFDC recipient
- Age 18 and over
- Youngest child between the ages of one and four, inclusive
- Not currently enrolled in school for 10 hours or more per week
- Not exempted from mandatory work requirements for WIN or CWEP participation except for age of youngest child

- Not currently receiving subsidized State-supported day care through Child Care Resources, Inc.

These selection restrictions resulted in a sampling frame of approximately 1300 caseheads.

Members of the sample were subsequently checked against the AFDC case files at the Mecklenburg County Department of Social Services by agency social workers to update mailing addresses, to secure telephone numbers, and to identify status changes that would place members of the sample outside the parameters of the sampling frame. Based on this review, the sample was reduced to 692 because of case terminations and failure to meet sample parameters.

Statistical comparisons between the sampling frame and the sample of 692 revealed no statistically significant differences (t-test, $p < .05$) on the following demographics: age of casehead; number of children of whom the casehead is parent, legal guardian, or provides primary financial support; gross household income; amount of childcare deduction received; or waiting list status for state-supported child care assistance.

Procedures

Prior mail surveys of low-income populations have generally yielded low response rates (Bailey, 1982). Because of this finding, coupled with both a restricted budget that precluded face-to-face interviews, and the need for a combination of closed- and open-ended questions to address study objectives, telephone survey procedures were planned for data collection. Yet, after reviews of case records, manual searches of local telephone directories, coordination with telephone information services at the local level, and actual attempts to contact respondents by telephone, working telephone numbers were established for only 335 of the 692 members of sample (48.4%). In addition, even after six attempts, interviewers were unable to reach 49 respondents with working telephone numbers; another 21 respondents refused to participate in the telephone interview when contacted. Anticipating these difficulties, a mail survey was planned as a contingency component to the data collection design. The time frame for collecting data extended from February 13, 1989 to March 19, 1989.

Approximately one week before data collection procedures were implemented, each sample respondent was mailed a prenotification letter explaining the purpose of the study, stressing the importance of their participation, and notifying them that they would be contacted by telephone within the next three weeks and asked to complete a short survey.

The letter also included assurances of confidentiality and voluntary participation (see Appendix A).

No mention was made in either the pre-notification letter or in the subsequent telephone or mail survey that respondents had been selected based on their status as AFDC recipients with preschool children. To reduce potential response bias and nonresponse, the study was described as a general survey of families in Mecklenburg County for purposes of planning and developing better support programs and services for families and children.

Addresses for respondents were identified through the AFDC check file. Consequently, only a few pre-notification letters were returned by the Post Office as undeliverable (n = 10). Manual searches of case files and community directories were not successful in updating addresses for these respondents.

Telephone interviewers included social workers on staff at the Mecklenburg County Department of Social Services and graduate-level social work students at the University of North Carolina at Chapel Hill. An on-site coordinator was hired to oversee and supervise the telephone survey component. All telephone interviewers participated in a day-long training session conducted by the principal investigator and the project director. The training included an overview of the questionnaire and its skip patterns, a discussion of pitfalls and issues in conducting telephone interviews, an explanation of confidentiality and the protection of human subjects in survey research, and a practice session using the questionnaire.

To promote uniformity of response and to reduce potential interviewer bias, a written script was provided to the interviewers that outlined potential questions and objections from respondents about the survey and suggested responses. In addition, interviewers were provided an opening script to read to survey respondents upon contact. If respondents had not received the prenotification letter, interviewers were instructed to read it by phone. Because of local culture, interviewers were instructed to place calls only between 9:00 A.M. to 9:00 P.M., Monday through Saturday. Special attention was given to ensure that interviewers from the Department of Social Services did not contact any individuals from their own caseload, and all interviewers introduced themselves as representatives of the University of North Carolina at Chapel Hill. Interviewers were provided with survey control sheets to track attempted contacts with clients.

All interviewers were required to sign an agreement that outlined their responsibilities and timelines for data collection. In addition, this agreement specified their ethical responsibility for protecting respondent rights to confidentiality and privacy. Since some interviewers included social workers from the local Department of Social Services, special attention was given to ensure that their participation did not involve a conflict of interest with their employing agency. No interviewer was assigned a respondent that they had had previous contact with as a representative of the agency. Interviewers were paid a nominal fee of $2.50 per completed interview.

The telephone survey was designed to take no longer than 10 minutes to complete. It included a combination of open-ended and closed-ended questions that assessed the following six areas:

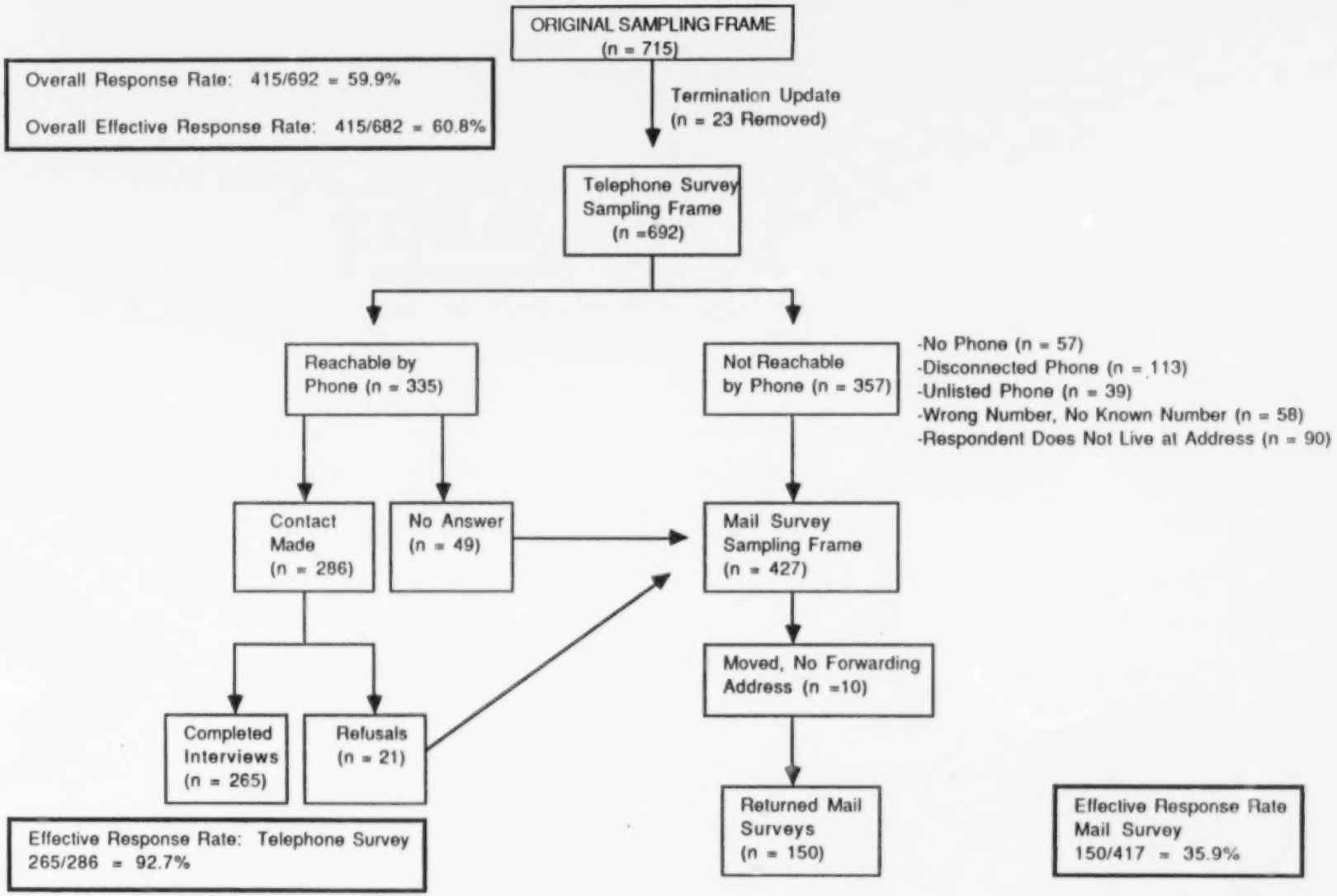
- Current employment status and preferences
- Child care arrangements, preferences, and perceived barriers to preferred arrangements for all children under 12 for currently employed respondents
- Hypothetical child care arrangements and perceived barriers to preferred arrangements for all children under 12 if respondent were to be employed
- Employment attitudes and perceived barriers to employment among the unemployed
- Disposition and attitudes toward the proposed child care demonstration project
- Demographic characteristics.

Appendix A includes a copy of the telephone survey.

Contact was made with 286 of the 335 respondents with working identified telephone numbers (85%). Of the respondents contacted, 265 completed the interview, for an effective telephone response rate of 93% (see Figure 5-1). This cooperation rate is considerably higher than average cooperation rates to telephone interviews across the U.S., which typically range from 35 percent to 65 percent (Research, 1989). Respondents who could not be contacted at the number listed or who refused to participate in the telephone survey were subsequently sent mail questionnaires.

Figure 5-1

SURVEY DESIGNS AND ASSOCIATED RESPONSE RATES



The mail survey packet included a cover letter from the investigators, a revised and shortened version of the telephone questionnaire, and a return envelope that was self-addressed and pre-stamped. Because of time constraints, only a single-wave mail survey procedure was implemented.

The mail survey was designed to take no more than five minutes to complete. Only seven questions were asked: number of children for whom the respondent is parent, legal guardian, or provides financial support; employment status; hours worked last week if employed; feelings about working; problems, if any, of getting the kind of job respondent really wants; disposition toward the proposed demonstration project; and level of education. Each of these items paralleled questions asked in the telephone survey. In addition, respondents were asked to note any update on their address, and to note a telephone number that they could be reached at for purposes of a second survey. Appendix B includes a copy of the mail survey.

Of the 427 surveys forwarded to respondents, only 150 were subsequently returned. Subtracting the ten surveys that were returned with no forwarding address, the effective response rate to the mail survey was 35.9%. Combined, the overall effective response rate to the telephone and mail survey procedures was 60.8% (415/682) (see Figure 5-1). But, an additional 36 cases were deleted from the file because of survey respondents reporting an only or youngest child not meeting sample definitional parameters. Most often, these respondents had a child less than one year old. At the time of sample selection, these newborns either had not been born or had not yet been recorded in the AFDC master file. Consequently, a total of 379 cases was available for analysis, 232 telephone survey respondents and 147 mail survey respondents.

To help determine potential response bias, demographic comparisons were made between respondents and nonrespondents to both the telephone and mail surveys, as well as between respondents to the telephone and mail surveys using the following variables from the master sampling frame file: age of casehead; number of children for whom the casehead was parent, legal guardian, or provides primary financial support; gross household income; receipt of childcare deduction; and waiting list status for state-supported child care assistance. In addition, the educational attainment of telephone and mail respondents were compared based on their survey responses. Although no significant differences were found between respondents and nonrespondents to the telephone survey, nonrespondents to the mail survey were older (M = 26.2) than respondents (M = 24.6), t (382) = ˜2.52, $p < .05$, and telephone respondents were older (M = 25.8) than mail respondents (M = 24.6), t (346)

= 2.02, $p < .05$. In addition, a higher proportion of respondents to the mail survey had failed to complete high school (64.0%) than respondents to the telephone survey (45.6%), $X^2(2, N = 379) = 12.6, p < .05$.

Sample Profile

Telephone Respondents

The modal respondent to the telephone survey had either one (37.9%) or two children (37.1%), at least a high school education (54.4%), and was not employed at the time of the survey (79.4%). Only one-quarter of the respondents (25.0%) had three or more children. In addition, more than one out of ten respondents had some post secondary education (13.2%).

Among respondents to the telephone survey, the average age of the only or youngest child was approximately two years old (M = 2.13). Nearly one-half (48.5%) of these caseheads had responsibility for other preschool children (ages 1-4 years). None of the respondents with more than one child reported the next youngest child as older than 11 years; the average age of second children was five years (M = 5.01).

Mail Respondents

In comparison to telephone respondents, mail respondents were asked fewer demographic questions. The modal respondent to the mail survey had two children (44.2%), and less than a high school education (64%). Only slightly more than one-quarter of the respondents (28.6%) had three or more children. Fewer than 1 out of ten (9.3%) had some post secondary education.

Data Analysis

The data were analyzed descriptively using SPSS-X, Version 3.0: frequency distributions and means. To understand better variations in the employment status of respondents, child care preferences for the employed, feelings about a job for pay by the unemployed, barriers to a preferred job by the unemployed, and disposition toward the special child care program, two-way crosstabulations were conducted using various respondent- and child-related variables: employment status (employed, not employed), respondent's preferences toward employment (work full time, work part-time, not work), work schedule (Monday through Friday, other than Monday through Friday; day shift; other

than day shift), number of months employed (less than six months, six months or more), number of children (one, two, three or more), age of only or youngest child (one, two, three, four), presence of other preschoolers (yes, no), and respondent's education (less than high school, high school or equivalent, more than high school). Tests for independence between variables were evaluated using chi-square. Yates' correction for continuity was used for contingency tables with one degree of freedom. Given the descriptive and exploratory nature of the analysis, a .10 level of probability was used to establish statistical significance.

As a consequence of this analysis plan and given the restricted number of variables on the mail survey, the results to the telephone and mail survey are presented separately.

FINDINGS

Telephone

Current Employment

As expected based on their status as AFDC recipients, the employment participation rate of respondents was low. Only about one-fifth of respondents (20.6%; n = 47) were employed. Results from crosstabulation procedure revealed that the employment status of the respondent did not vary by number of children, age of only or youngest child, or presence of other preschool children. Yet, employment status did vary by the level of respondents' education, X^2 (2, N = 225) = 7.75, $p < .05$. A higher proportion of respondents with more than a high school education was employed (37.9%) than respondents with either a high school education (22.6%) or less than a high school education (14.6%).

Nature of Current Employment

There was significant variation in the nature and pattern of employment among employed respondents. Employed respondents held a variety of jobs. Most jobs were service-oriented, and included cashiers, office cleaners and housekeepers, food preparers, and restaurant workers and waitresses--generally jobs that according to national statistics typically yield minimum wage salaries. Nearly two-thirds (65.2%) had been employed in their current or main job for six months or less. More than 9 out of 10 (91.3%) had been employed in their current or main job for 12 months or less. Only about four percent (4.3%) were employed at more than one job.

Compared to a standard 40-hour work week, employed respondents worked 26.2 hours on the average during the preceding week. Nearly one-half (46.8%) of employed respondents worked full time as defined by study criterion (30 or more hours per week). However, approximately one-fifth (19.1%) of employed respondents worked ten or fewer hours during the preceding week.

For most of these employed respondents (75.5%), the number of hours worked during the preceding week reflected the number of hours that they usually work per week. Among those who reported they typically worked more or fewer hours (25.5%), the majority reported working more hours (66.7%, n = 8).

Most of these employed respondents were usually employed during regular daytime business hours (7am-6pm) (64.6%). In addition, most also usually worked Monday through Friday (68.8%). However, only fifty percent usually worked both weekday and daytime hours. Approximately seventeen percent (16.6%) had work schedules that included both evenings or nights and weekends.

Nearly two-thirds of employed respondents (63.8%, n = 28) stated that they would prefer another type of job. When asked about, what problems, if any, were keeping them from getting the kind of job that they would really like, one-half (50.0%) of those who would prefer another kind of job mentioned their lack of education as a barrier; more than one-quarter (28.6%) mentioned the lack of available child care. Approximately one out of five (17.9%) mentioned a lack of job experience as a barrier and one out ten (10.7%) reported transportation difficulties as keeping them from getting the kind of job that they would really like (see Table 5-1).

Child Care for Employed

More than two-thirds (71.6%) of employed respondents relied upon informal sources of child care, as compared to organized facilities (day care centers, nursery schools, or preschools), as the main provider for their only or youngest child (see Table 5-2). Most often (69.0%), this care took place outside the respondents' own home. Approximately one out of ten respondents (10.8%) who were employed also reported a secondary child care arrangement; all were informal sources of care.

In nearly a third of the child care arrangements that were used most often by employed respondents, including both organized facilities and informal care providers, the child's grandmother was reported as usually caring for the only or youngest child during

Table 5-1

Barriers to Preferred Kind of Job: Employed Telephone Respondents Who Prefer Another Job (n = 28)[a]

Responses[b]	Barrier 1 (n = 28) %	(n)	Barrier 2 (n = 10) %	(n)	Totals (n = 28)[c] %[d]	(n)
Hours	7.1	(2)			7.1	(2)
Available Child Care	25.0	(7)	10.0	(1)	28.6	(8)
Transportation	10.7	(3)			10.7	(3)
Education	35.7	(10)	40.0	(4)	50.0	(14)
Experience	7.1	(2)	30.0	(3)	17.9	(5)
Job Training	3.6	(1)			3.6	(1)
Cost of Child Care	3.6	(1)			3.6	(1)
Cannot Find Job	7.1	(2)			7.1	(2)
Illness-Health			(10.0)	1	3.6	1
Prefer to Be Home			(10.0)	1	3.6	1

[a]Asked only of those who were employed in a job that they really did not want.

[b]Respondent could give more than one response: Only first two responses were coded for analysis.

[c]Total number of respondents that gave at least one response.

[d]Percent respondents mentioning this response.

Survey Question: What problems, if any, are keeping you from getting the kind of job that you would really like?

Table 5-2

Child Care Provider for Only or Youngest Child: Employed Telephone Respondents (n = 46)

Main Provider	%	(n)	CF	CP
Informal				
Grandparent	32.6	(15)	15	32.6
Other Relative	8.7	(4)	19	41.3
Babysitter	10.9	(5)	24	52.2
Friend/Neighbor	8.7	(4)	28	60.9
Respondent	6.5	(3)	31	67.4
Other Parent	2.1	(1)	32	69.5
Older Sibling	2.1	(1)	33	71.6
Organized Facilities				
Daycare Center	23.9	(11)	44	95.5
Nursery School	4.3	(2)	46	99.8[a]

[a]Total cumulative percentage may not add to 100.00 because of rounding.

Survey Question: Who usually cares for your child while you work?

the hours that the respondent worked (32.6%). Other informal assistance was provided by babysitters (10.9%), other relatives (8.7%), and friends and neighbors (8.7%).

When child care providers were dichotomized into organized facilities and informal resources, the results from chi-square analyses suggested that the proportion of employed respondents using organized facilities did not statistically differ by the age of the child, the education of the respondent, whether the respondent worked full-time or part-time, the days of the week that the respondent usually worked, or the number of months employed ($p > .10$). Yet, the times of the day that the respondent worked was associated with the use of either an organized facility or informal day care provider. A higher proportion of respondents whose employment involved other than just day shift used informal sources of child care (94.1%) than those who usually worked day shift hours (58.6%), $X^2(1, N = 46) = 5.02$, $p < .05$.

In a typical week, employed respondents reported relying on some form of child care an average of about 28 hours for their only or youngest child while they worked. The number of hours of childcare for the only or youngest child was higher for parents of only children ($M = 32.4$) as compared to those with more than one child ($M = 25.1$).

Cost was mentioned by two-fifths of the respondents (40.5%) as a basis for their choice of the child care provider that they predominantly depended upon while they worked. Nearly 15 percent (14.3%) mentioned "trust" as a basis for their selection. Other reasons that were mentioned with less frequency than either cost or trust included convenient distance (9.5%), lack of alternatives (9.5%), and the presence of an educational program (9.5%) (see Table 5-3).

Nearly two out of five of the employed respondents interviewed (37.2%) would prefer another type of child care than their present arrangement for their only or youngest child. When this preference for employed respondents was analyzed by the type of main provider (informal, organized facilities), a higher proportion of respondents using organized facilities preferred their present arrangement (91.1%) than respondents using informal sources of care (51.6%), $X^2(1, N = 43) = 4.34$, $p < .05$.

Of the respondents who would prefer another type of arrangement, four-fifths (80%; 12 out of 15) mentioned the health of the child as a barrier to getting the type of child care that they would really prefer. Unfortunately, respondents were not asked for further

Table 5-3

Reason(s) for Using Main Provider for Only or Youngest Child: Employed Telephone Respondents (n = 42)

Response Code[a]	Reason 1 (n = 42) %	(n)	Reason 2 (n = 9) %	(n)	Totals (n = 42)[b] %[c]	(n)
Cost	38.0	(16)	11.1	(1)	40.5	(17)
Quality of Care	4.8	(2)			4.8	(2)
Convenient Hours	2.4	(1)	11.1	(1)	4.8	(2)
Educational Program	4.8	(2)	22.2	(2)	9.5	(4)
Child with Other Children	4.8	(2)			4.8	(2)
Personally know Provider	4.8	(2)			4.8	(2)
Trust Provider	11.9	(5)	11.1	(1)	14.3	(6)
No Other Choice	7.1	(3)	11.1	(1)	9.5	(4)
So Parent Could Work	2.4	(1)			2.4	(1)
Child too Young for Daycare	2.4	(1)			2.4	(1)
Child In and Out of Home	4.8	(2)			4.8	(2)
Convenient Distance	4.8	(2)	22.2	(2)	9.5	(4)
Lack Transportation			11.1	(1)	2.4	(1)
Dependable/Reliable	4.8	(2)			4.8	(2)
Health of Child	2.4	(1)			2.4	(1)

[a]Respondent could give more than one response: Only first two responses were coded for analysis.

[b]Total number of respondents that gave at least one response.

[c]Percent respondents mentioning this response.

Survey Question: What are the main reasons that you use this type of child care for <u>this</u> child while you work?

clarification. Other barriers included distance from the respondent's home or work and restrictive hours of operation.

Feeling About Work: The Unemployed

In general, unemployed respondents (n = 181) expressed a strong preference for employment. When asked about their feelings about work, nearly three-quarters (74.6%) reported that they would prefer to work 30 or more hours per week. Another 13 percent (13.3%) also would prefer to work, but less than 30 hours per week. Only 12 percent (12.2%) did not prefer to work at the present time. Of those who did not prefer to work at the present time, nearly one-third (31.8%) cited illness and poor health as factors limiting their ability to participate in the labor market.

Based on chi-square analysis, the work preferences of unemployed respondents did not significantly differ by the number of children, the age of the only or youngest child, the presence of other preschoolers, or the respondent's level of education.

When respondents who reported that they preferred to work at least part-time were asked what factors, if any, kept them from getting the kind of job that they would really like, nearly two-fifths (38.5%) mentioned the availability of child care as a constraint. Approximately one-quarter (24.4%) of the respondents reported lack of education as a barrier to a preferred job. However, approximately fifteen percent (15.4%) reported no barriers. Other barriers mentioned with less frequency by respondents included transportation problems (9.6%), lack of job experience (5.1%), and health-related problems (3.8%) (see Table 5-4).

To understand better the lack of available day care as a barrier to a preferred kind of job, the first barrier mentioned by unemployed respondents as keeping them from getting the kind of job they would really like was subsequently dichotomized into those who reported the lack of available child care and other. Based on chi-square analysis, the proportion of respondents who mentioned lack of available child care as their first response did not significantly differ by either presence of other preschoolers or the level of education of the respondent. However, a higher proportion of respondents with three or more children (40.9%) reported available child care as a barrier than those with either two children (36.4%) or one child (21.1%), $X^2(2, N = 156) = 5.22$, $p < .10$. In addition, a higher of proportion of respondents with the only or youngest child age two (47.6%)

Table 5-4

Barriers To Preferred Kind of Job: Unemployed Telephone Respondents Who Prefer To Work

Responses[a]	Barrier 1 (n = 156) %	(n)	Barrier 2 (n = 30) %	(n)	Totals (n = 156)[b] %[c]	(n)
Hours	2.6	(4)	3.3	(1)	3.2	(5)
Salary/Wages	1.3	(2)	3.3	(1)	1.9	(3)
Available Child Care	32.1	(50)	33.3	(10)	38.5	(60)
Transportation	7.7	(12)	10.0	(3)	9.6	(15)
Education	20.5	(32)	20.0	(6)	24.4	(38)
Job Skills	1.9	(3)	10.0	(3)	3.8	(6)
Experience	5.1	(8)			5.1	(8)
Job Training	2.6	(4)	3.3	(1)	3.2	(5)
Pregnancy	1.9	(3)			1.9	(3)
Illness/Health	1.3	(2)	3.3	(1)	1.9	(3)
No Problems	15.3	(24)			15.4	(24)
Children	0.6	(1)			0.6	(1)
Cost of Child Care	1.3	(2)	6.7	(2)	2.6	(4)
Can't Find Job	3.2	(5)	3.3	(1)	3.8	(6)
Fear Lose AFDC/Medicaid	0.6	(1)			0.6	(1)
Full-Time Student	1.3	(2)	3.3	(1)	1.9	(3)
Myself	0.6	(1)			0.6	(1)

[a]Respondent could give more than one response: Only first two response were coded for analysis.

[b]Total number of respondents that gave at least one response.

[c]Percent respondents mentioning this response.

Survey Question: What problems, if any, do you see as keeping you from getting the kind of job that you would really like?

reported lack of available day care as a barrier than respondents with a reference child age one (26.7%), age three (22.7%) or age four (28.1%), $X^2(3, N = 156) = 6.58$, $p < .10$.

Day Care Arrangements if were to be Employed

When asked who would care for their only or youngest child if they were to work, approximately one-third (36.0%) reported that they would rely primarily upon organized facilities. Most would rely primarily upon informal arrangements. Approximately two-fifths of respondents (22.0%) said they would turn to their parent or parents for child care support. Another source of support mentioned included other relatives (10.5%). Nearly one-quarter (24.3%) reported that they had no one to turn to for child care if they were to work (see Table 5-5).

About one-half (51.4%) of unemployed respondents would prefer child care to take place outside their home if they were employed. The remainder was split between preferences for child care to be located in their home (23.1%) and those that preferred child care to be divided equally between their home and a location outside their home (25.4%)

When asked about the basis for their selection of a hypothetical child care provider, respondents reported "trust" most frequently (19.5%). Other selection criteria included no other choice available (10.9%), the presence of an educational program (10.9%), the opportunity for the child to be with other children (10.2%), and cost (9.4%) (see Table 5-6).

Child Care Demonstration

All respondents to the telephone interview were asked about their potential use of a special child care program in Mecklenburg County. This program was described as having two main features: (a) it would find a day care home or center within two weeks to care for all the respondents' children under twelve years of age while the respondent works, and (b) it would provide financial assistance to help cover some or all the costs of this care. To qualify for the program, respondents would have to work an average of 30 or more hours per week. Nearly nine out of ten respondents (89.8%) reported that they would use such a program if one existed. The remaining respondents were either not sure (5.3%) or said that they would not use the special program (4.9%).

To better understand variation in the feelings of respondents toward the special child care program, responses were dichotomized into those who were favorable toward

Table 5-5

Hypothetical Main Child Care Provider for Only or Youngest Child if Respondent were Employed: Unemployed Telephone Respondents

Main Provider	%	(n)	CF	CP
Informal				
Grandparent	22.0	(40)	40	22.0
Other Relative	10.5	(19)	59	32.5
Babysitter	1.7	(3)	62	34.2
Friend/Neighbor	4.4	(8)	70	38.6
Other Parent	1.1	(2)	72	39.7
No One	24.3	(44)	116	64.0
Organized Facilities				
Daycare Center	26.5	(48)	164	90.5
Nursery School	7.7	(14)	178	98.2
Daycare Home	1.7	(3)	181	99.9[a]

[a]Total cumulative percentage may not add to 100.00 because of rounding.

Survey Question: Who would care for your child if you were to work?

Table 5-6

Reason(s) for Preferring Hypothetical Main Provider for Only or Youngest Child: Unemployed Telephone Respondents

Response Code[a]	Reason 1 (n = 128) %	(n)	Reason 2 (n = 16) %	(n)	Totals (n = 128)[b] %[c]	(n)
Cost	8.6	(11)	6.3	(1)	9.4	(12)
Quality of Care	4.7	(6)			4.7	(6)
Safety-Security	5.5	(7)			5.5	(7)
Convenience-Distance	4.7	(6)	12.5	(2)	6.3	(8)
Convenience-Hours	3.1	(4)	6.3	(1)	3.9	(5)
Educational Program	10.2	(13)	6.3	(1)	10.9	(14)
Child with Other Children	7.0	(9)	25.0	(4)	10.2	(13)
Dependable/Reliable	3.1	(4)	6.3	(1)	3.9	(5)
Prefer Child Care Inside Home	3.1	(4)	6.3	(1)	3.9	(5)
Trust Provider	18.0	(23)	12.5	(2)	19.5	(25)
No Other Choice Available	10.2	(13)	6.3	(1)	10.9	(14)
Child Comfortable in Home	3.9	(5)			3.9	(5)
No Opinion	3.1	(4)			3.1	(4)
Other	14.8	(19)	12.5	(2)	16.4	(21)

[a]Respondent could give more than one response: Only first two responses were coded for analysis.

[b]Total number of respondents who gave at least one response.

[c]Percent respondents mentioning this response.

[d]Eleven different response codes ($n \leq 3$).

Survey Question: What are the main reasons that you would use this type of child care if you were to work?

the program and others. Variation in the receptivity to the special program was not shown to vary significantly ($p < .10$) by the number of children, the age of the only or youngest child, the presence of additional preschool children, or the respondent's level of education. However, a higher proportion of unemployed respondents expressed interest in the special program (92.0%) than employed respondents (82.6%), $X^2(1, N = 222) = 2.65$, $p < .10$. In addition, a higher proportion of unemployed respondents who preferred to work thirty or more hours per week were favorable toward the program (96.2%) than the proportion of unemployed respondents who either preferred to work less than thirty hours per week (83.3%) or not to work (76.2%), $X^2(2, N = 147) = 13.03$, $p < .01$.

For respondents who answered that they would use this program, they were asked what they liked most about it. Respondents could mention more than one aspect. Among the many aspects of the program mentioned as favorable by respondents, the financial assistance it provided was mentioned most often (36.8%). The offer of day care in itself was also mentioned frequently by respondents (34.3%), followed by the opportunity to receive day care within two weeks (16.4%) (see Table 5-7).

Among the eleven respondents who would not use this program, ten provided an explanation. Of these responses, preference to be home with the children (40.0%, n = 4) was mentioned most often, followed by health concerns about the child (30.0%, n = 3).

Mail Respondents

Current Employment

An even higher proportion of respondents to the mail survey than to the telephone survey were not employed at the time of the survey. Nearly nine out of ten (88.0%) respondents to the mail survey were not employed. Although the employment status of respondents did not differ by their level of education ($p > .10$), a higher proportion of respondents with three or more children were employed (23.8%) than those with either one (7.5%) or two children (7.7%), $X^2(2, N = 147) = 7.31$, $p < .05$.

Nature of Current Employment

Employed respondents (n = 18) averaged working approximately 28 hours during the preceding week (M = 28.2). However, more than three-fifths of these employed respondents worked at least 30 or more hours (64.7%). Less than one out of ten worked fewer than 10 hours during the preceding week (5.9%, n = 1). This employment behavior

Table 5-7

Best Feature of Experimental Program: Telephone Respondents[a]

Response Code[b]	Feature 1 (n = 201) %	(n)	Feature 2 (n = 47) %	(n)	Totals (n = 201)[c] %[d]	(n)
Financial Assistance	34.8	(70)	8.5	(4)	36.8	(74)
Day Care	22.9	(46)	48.9	(23)	34.3	(69)
Like Entire Program	12.9	(26)		--	12.9	(26)
Promotes Ability to Work	8.5	(17)	2.1	(1)	9.0	(18)
Care in Two Weeks	5.0	(10)	12.8	(6)	8.0	(16)
Improve Quality of Life	4.0	(8)	12.8	(6)	6.9	(14)
Other[e]	11.9	(24)	14.9	7	15.4	(31)

[a]Asked of those who said they would use program.

[b]Respondents could give more than one response: Only first two responses were coded for analysis.

[c]Total number of respondents that gave at least one response.

[d]Percent respondents mentioning this response.

[e]Thirteen different response codes ($n \leq 6$).

Survey Question: What do you like most about this special program?

by respondents was generally congruent with their preferences: more than nine out of ten employed respondents (94.4%) stated that they would prefer to work 30 or more hours per week.

When employed respondents to the mail survey were asked about, what problems, if any, were keeping them from getting the kind of job that they would really like, over two-fifths (43.8%) mentioned their lack of education first as a barrier; nearly one-fifth (18.8%) also mentioned the lack of available child care as an obstacle. The cost of child care was also reported by almost one out of five respondents (18.8%) as a barrier to a preferred type of job (see Table 5-8).

Feelings About Work: The Unemployed

When respondents were asked about their feelings about work, approximately three-quarters (76.0%) reported that they would prefer to work 30 or more hours per week. Another six percent (6.2%) also would prefer to work, but less than 30 hours per week. However, nearly one-fifth (17.8%) did not prefer to work at the present time.

When asked about what problems, if any, were keeping them from getting the kind of job that they would really like, nearly one-half (49.6%) of the unemployed respondents mentioned the lack of available day care as a constraint to their employment. Approximately one-third (29.4%) reported their lack of education as a barrier to getting the job that they would really like. The cost of child care was seen as a barrier by nearly twelve percent of the respondents (11.6%). Approximately five percent of respondents (4.7%) reported no barriers to employment (see Table 5-9).

To develop a profile of respondents who reported the lack of available child care as a barrier to a preferred type of job, the first job barrier mentioned by respondents was dichotomized into lack of available day care and other. However, the results from the chi-square analysis suggested that the proportion of unemployed respondents who mentioned the lack of available child care as a barrier did not differ significantly by either their number of children or their level of education ($p > .10$).

Child Care Demonstration

As with telephone respondents, mail respondents were asked about their potential use of a special child care program in Mecklenburg County. As used in the telephone survey, a description of the program prefaced the question. Approximately four-fifths

Table 5-8

Main Barrier To Preferred Kind of Job: Employed Mail Respondents[a]

Responses	%	(n)
Salary/Wages	6.3	(1)
Available Child Care	18.8	(3)
Education	43.8	(7)
Experience	6.3	(1)
Job Training	6.3	(1)
Cost of Child Care	18.8	(3)

[a]Respondent could give more than one response. Only the first response analyzed because few respondents gave multiple responses (n = 5).

Survey Question: What problems, if any, are keeping you from getting the find of job that you would really like?

Table 5-9

Barriers To Preferred Kind of Job: Unemployed Mail Respondents (n = 129)

Responses[a]	Barrier 1 (n = 129) %	(n)	Barrier 2 (n = 53) %	(n)	Total (n = 129)[b] %[c]	(n)
Hours	1.6	(2)	2.3	(3)	3.9	(5)
Available Child Care	41.1	(53)	20.8	(11)	49.6	(64)
Transportation	1.6	(2)	15.1	(8)	7.8	(10)
Education	22.5	(29)	17.0	(9)	29.4	(38)
Experience	3.1	(4)			3.1	(4)
Job Training	1.6	(2)	3.8	(2)	3.1	(4)
Pregnancy	2.3	(3)	1.9	(1)	3.1	(4)
No Problems	4.7	(6)			4.7	(6)
Children	3.1	(4)	1.9	(1)	3.9	(5)
Cost of Child Care	5.4	(7)	15.1	(8)	11.6	(15)
Child Too Young	1.6	(2)	3.8	(2)	3.1	(4)
Other	11.6	15	15.1	(8)	17.8	(23)

[a]Respondents could give more than one response: Only first two responses were coded for analysis.

[b]Total number of respondents that gave at least one response.

[c]Percent respondents mentioning this response.

[d]Twelve different response codes ($n \leq 3$).

Survey Question: What problems, if any, do you see as keeping you from getting the kind of job that you would really like?

(83.3%) of respondents to the mail survey reported that they would use such a program if one existed. The remaining respondents were either not sure (8.8%), said that they would not use this special program (3.3%), or had no opinion (4.7%).

To better understand the variation in the interest of respondents to the special program, respondents were divided into two groups: (a) those that responded that they would use the program, and (b) all other responses. Based on chi-square analysis, the disposition of mail respondents to the child care demonstration did not differ by either the number of children, the employment status of the respondent, or respondent's level of education ($p > .10$). However, a higher proportion of employed and unemployed respondents who preferred to work full time or part-time was favorable toward the demonstration project (87.9) than those who preferred not to work (56.5%), $X^2(1, N = 147) = 11.40, p < .01$.

SUMMARY AND DISCUSSION

The combined results from the telephone and mail surveys depict a rather low aggregate level of employment participation among sample respondents: approximately 17% of respondents reported being employed either part or full time. This finding is not unexpected given the status of all respondents as AFDC recipients at the time of the survey. Yet, the proportion of survey respondents who reported that they were employed is approximately three times higher than some other national estimates: fewer than five percent (Moynihan, 1988). In addition, the current level of employment participation among the sample respondents does not necessarily reflect their preferences toward employment: more than four-fifths of those not currently employed would prefer to work; most would prefer to work full time.

Congruent with previous research (Kisker, Maynard, Gordon, & Strain, 1989), those survey respondents who were not employed at the time of survey, but who wished to work, revealed a number of perceived barriers to explain this discrepancy between their employment preference and their employment behavior. Among these barriers, the lack of available child care was mentioned most often by unemployed respondents as a barrier to their securing the kind of job that they would prefer. More than one-third of unemployed respondents (38.5%) who responded to the telephone survey mentioned this response; nearly one-half (49.6%) of those who responded to the mail survey did so.

The lack of available child care was also reported frequently by employed respondents as a perceived barrier to a preferred kind of job. More than one-quarter of respondents to the telephone survey who reported that they were not employed in a job that they wanted mentioned this as a barrier (28.6%); nearly one-fifth of those who responded to the mail survey mentioned this response (18.8%). As compared to unemployed respondents who responded to the telephone or mail survey, employed respondents most often mentioned their lack of education as a perceived barrier to a preferred kind of job: telephone respondents (50.0%); mail respondents (43.8%). Given that these respondents had already implemented some type of child care arrangement in support of their employment, it is not surprising that a lower proportion of employed respondents than unemployed respondents mentioned the lack of available child care as a perceived barrier.

Given the positive work ethic voiced by unemployed respondents coupled with the relatively high proportion of unemployed and employed respondents that mentioned the lack of available child care as a constraint to a preferred type of job, their interest in the special child care demonstration program was not surprising. Nearly nine out of ten respondents (89.8%) to the telephone survey reported that they would use the program, if available; approximately four-fifths of respondents (82.9%) to the mail survey echoed the same disposition.

For some of these respondents the lack of available child care is possibly the last remaining barrier to greater economic self sufficiency. However, in combination, these findings suggest that many of these parents may face a number of other potential constraints and barriers that may limit the success of any single initiative, like an increase in state-supported child care availability, to promote their level of economic participation and self-sufficiency.

For example, when the data from the telephone and mail surveys are merged, nearly fifteen percent (14.5%; 45/310) of unemployed respondents reported that they did not prefer to be employed at the present time; another ten percent (10.3%; 32/310) would prefer to be employed for less than 30 hours per week. In addition, only one-half of unemployed respondents (50.2%; 143/285) and approximately one-third of employed respondents (34.0%; 15/44) who responded to the question mentioned the "lack of available child care" or the "cost of child care" as a constraint to either employment or a preferred kind of job.

Moreover, of those respondents to the telephone survey who were employed, one half worked schedules that included either evenings or nights or weekends--schedules that

may require more flexible child care arrangements than those typically offered through state-supported programs (most often restricted to daytime hours, Monday through Friday). Presser (1989, p. 524) discusses a growing squeeze between the "diversity of work schedules," especially for women, and the restricted day-oriented hours of organized child care.

Many respondents to the surveys also reported multiple barriers to a preferred type of job. Even though only "soft" probing was used by telephone interviewers and respondents to the mail survey had to record their own responses, more than one-quarter of all respondents mentioned at least two barriers to securing a preferred job (29.8%; 98/329). Among unemployed respondents to the telephone and mail survey who gave either the "lack of available child care" or the "cost of child care" as their first mentioned barrier to a preferred kind of job, more than ten percent of telephone respondents mentioned a second barrier (13.4%; 7/52); more than one-third of mail respondents recorded a second barrier (36.6%; 22/60).

It is also evident from the results that many factors besides just availability and cost are potentially considered by respondents in selecting a child care provider. For example, a relatively high proportion of employed and unemployed respondents, 14.3% and 19.5%, respectively, mentioned "trust" as an important factor in selecting a provider. In addition, the majority of employed respondents to the telephone survey used informal child care providers; nearly one-half of these respondents preferred these arrangements (48.4%).

Despite the strong endorsement by respondents of the special child care initiative, these findings suggest that fewer respondents may actually take up the experimental offer. As a consequence, although the level of employment participation of some respondents will be positively affected by an increase in state-supported child care availability, results from the child care demonstration program may yield limited aggregate cost savings in welfare expenditures as defined by comparisons between the experimental and control groups.

SECTION VI
QUASI-EXPERIMENTAL TIME SERIES ANALYSIS

SECTION VI

QUASI-EXPERIMENTAL TIME SERIES ANALYSIS

Since 1964, North Carolina has maintained a program designed to subsidize the cost of child care services for low-income families. One of the stated goals of this program is to enhance the ability of parents to support their families through employment. As the program currently operates, individuals requesting subsidized child care for employment-related reasons must first present proof of employment for a specified minimum number of hours per week. Provided hours and income requirements are met, the individual becomes eligible for full or partial subsidization of child care for all children under the age of twelve. The degree of subsidization is determined by a sliding scale based on income, and the subsidy is roughly equivalent to prevailing market rates for child care within each county. Within general administrative guidelines, each county is free to vary the terms and conditions under which subsidized care is provided.

Although this program has been in continuous existence since its inception, recent years have seen demand for care outstrip supply, especially in more heavily urbanized counties in the state. This demand-supply imbalance has resulted in typical waiting periods of several months between the time an applicant becomes eligible for subsidized care and the time such care actually becomes available. These supply constraints may be especially acute for families with very young children (i.e., under two years of age) or where hours of employment vary from the "standard" daytime working hours and days of the week.

While availability and affordability of child care may be problematic for many low-income intact families, these problems may be particularly severe for single-parent families either currently receiving AFDC or in cases where the parent has recently terminated from that assistance program by reason of employment. From this perspective, costs associated with obtaining child care, particularly center-based care, at market rates may serve as a disincentive to either obtaining or maintaining full-time unsubsidized employment. Consequently, continued reliance upon AFDC, or recidivism to AFDC support may be an economically preferable alternative for these mothers.

The central hypothesis underlying the "recycling fund" concept reflects a triangular macroeconomic relationship. To the extent that lack of affordable and available child care serves as a structural barrier to employment for these mothers, removal of this barrier should increase their opportunities for entry into the labor force and for continued labor force participation. In turn, these increased opportunities would be expected to reduce the population of families dependent on both AFDC and associated categorical aid programs of Food Stamp and Medicaid assistance, and thus decrease aggregate welfare expenditures.

The quasi-experimental time-series component of the evaluation indirectly tests the validity of this hypothesis for both Mecklenburg County and the other highly urbanized counties in North Carolina. By examining the relationship between expenditures for subsidized child care and subsequent expenditures for AFDC over a seven-year fiscal period (1981-1988), it affords a supplemental test of the relationship between the provision of affordable child care as a stimulus to welfare independence and subsequent reduction of welfare expenditures.

METHOD

Sample Specification

North Carolina's seven most heavily urbanized counties served as the focus of this analysis. Operationally, these counties' populations are comprised of at least seventy per cent of residents living in areas designated as urban (U.S. Bureau of the Census, 1983). Given the wide variability of urbanization among the state's one hundred counties, and given that the overall evaluation of the demonstration project focuses on Mecklenburg County, an urbanized county, the decision was made to limit the time series analysis to those counties with which Mecklenburg County might be meaningfully compared.

These seven county units of analysis and their 1980 populations were: Cumberland (247,160), Durham (152,235), Forsyth (243,704), Guilford (317,154), Mecklenburg (404,270), New Hanover (103,471), and Wake (301,429). Together, they accounted for 30.09 percent of the State's 1980 population (U.S. Bureau of the Census, 1983).

Sources of Data

Data for the independent variable, subsidized child care expenditures (CCEXP), were obtained from the Day Care Reimbursements File maintained by North Carolina's Department of Human Resources (DHR), Division of Facilities Services. These data report

the aggregate reimbursements made to contractual center-based child care providers under the provisions of the state-subsidized child care program. Prior to 1984, these data were manually recorded and reported, while after that date they were maintained in an automated record system. Some observation points for some counties prior to 1984 were missing or obviously in error, and these were excluded from analysis.

Data for the dependent variable, AFDC expenditures (AFDCEXP), were obtained from aggregate expenditure information provided by DHR's Division of Social Services, Planning and Information Section. These data report monthly expenditures for AFDC for each county over the entire seven year observation period.

Data reflecting the control variables of inflation rate (INFL) and unemployment rate (UNEM) were obtained from federal reporting agencies. Operationally, inflation rate was defined as monthly change in the Consumer Price Index-Urban (CPI-U), which reflects changes in a "market basket" of goods and services for each month over the time series, expressed in constant 1967 dollars. These data are national-level data, and do not reflect possible variations within the seven counties that comprise the units of analysis in this investigation. Expenditure data for both AFDCEXP and CCEXP were adjusted for each month by using that month's CPI-U as a deflator. As a consequence, expenditure data in each category is expressed in constant 1967 dollars for each month over the seven-year observation period.

Unemployment rate is operationally defined as the U.S. Department of Labor's reported unemployment rate for each county for each month over the course of the seven-year observation period.

A control variable was designed to reflect changes in program administration and eligibility requirements. These changes, arising from the Omnibus Budget Reconciliation Acts of 1981 and 1985 (OBRA1 and OBRA2), were the only sources of AFDC policy and program change in North Carolina over the observation period. These variables were constructed as dummy variables to represent the impact of changes made by each.

A final control variable was constructed to reflect the possible influences of seasonal changes in the local economy for each of the seven counties in the analysis (SEASON). Dummy variables were used to demarcate the four quarters of each year, each variable representing a span of three months.

Procedures

A fully-specified model was initially proposed to test the null hypothesis of no relationship between expenditures for subsidized child care and subsequent expenditures for AFDC in each of the counties examined in this analysis. This model examined the relationship between CCEXP and AFDCEXP, controlling for INFL, UNEM, OBRA1, OBRA2, and SEASON.

A three-stage iterative approach was used to ultimately select the best-specified model predicting the relationship between the independent and dependent variables. This iterative approach enabled comparison between the fully-specified model and more parsimonious specifications of relationship.

The first stage of analysis consisted of examination of scatterplots for each variable over time to detect departures from linearity, for which correction would be necessary if the assumptions of autoregressive time series analysis were to be met. In the second stage, bivariate scatterplots were examined between independent and control variables to determine whether corrections for interaction were required. Finally, models for each county were specified, following adjustments for nonlinearity, multicollinearity, and autocorrelation where required. Models specified for each county examined the relationship between CCEXP and AFDCEXP for lags of between one and twelve months for each county. Data were analyzed using the AUTOREG procedure in SAS.

Diagnostic Corrections

In examining univariate, bivariate, and preliminary multivariate relationships between and among variables, the dummy variable for seasonality (SEASON) was not found to be significant in any of the models for any of the counties examined. As a result, this variable was excluded from the final specified model. Similar analysis of the variable indicating programmatic and eligibility changes arising from the Omnibus Budget Reconciliation Act of 1981 (OBRA1) indicated it contributed no significant variation in any of the models for any of the counties. As a consequence, it was subsequently excluded from the final model specifications for each of the counties. Given the restricted range of observations for each county prior to OBRA1 changes in November, 1981 (a maximum of four possible observations per county), this lack of significant relationship between OBRA1 and AFDCEXP would appear to be an artifact of study design. There was an insufficient

number of data points to be sufficiently sensitive to the effects of the major changes in AFDC mandated by that Act.

It was potentially possible for unemployment level (UNEM) to exhibit non-linear association with the dependent variable AFDCEXP. This was, in fact, the case for four of the seven counties in the analysis: Cumberland, Mecklenburg, New Hanover and Wake. Significant departures from linearity occurred in these counties at unemployment levels of 7.0%, 4.3%, 7.3%, and 3.9% respectively. For these counties, an interaction term (NONLIN) was constructed for inclusion in their final models. This interaction term consisted of a dummy variable assuming values of "0" for the linear slope and "1" for the non-linear slope, and was multiplied by the variable UNEM to create the interaction term.

Diagnostic procedures were also undertaken to test for the possible presence of multicollinearity and autocorrelation between and among variables in the model for each county. Multicollinearity was assessed by performing auxiliary regressions in which the independent variable, CCEXP was regressed on all other independent and control variables in the model (Pedhauzer, 1982). For six of the counties, multicollinearity was not problematic: R^2 values for these auxiliary regressions ranged from .15 to .43. In Mecklenburg County, however, an auxiliary R^2 value of .81 indicated high multicollinearity. Both OBRA2 and UNEM showed significant multicollinearity with CCEXP ($p<.05$). Given that increasing sample size was not an option for this analysis, and given that CCEXP appeared to possess an additive relationship with more than one variable, and further given that CCEXP, while highly correlated with both UNEM and OBRA2, possessed unique variance not completely explained by the other two variables, the decision was made to retain CCEXP in the model for Mecklenburg County. The results for this county should be interpreted with considerable caution, however.

Auxiliary regression analyses were also performed regressing each independent variable on all others (i.e., UNEM, OBRA2, NONLIN). In no case did any of these auxiliary regressions give cause for concern with multicollinearity in any of the counties studied.

Finally, diagnostic checks were performed to assess the nature and extent of possible autocorrelation within variables across data observation points. Using the SAS "AUTOREG" procedure, first through fifth order autocorrelations were examined for each county. This procedure first generates an estimate of the correlation between error terms, and then uses the derived autocorrelation coefficient to estimate error terms. For each

county, with the exception of Durham and Forsyth, only first-order autocorrelation was significant, indicating error terms were correlated only for adjacent observation points. For the latter two counties, autocorrelation was not significant even at the first order.

FINDINGS

Following diagnostic analysis and model respecification, the following model was tested for all counties using lags from one to twelve months: AFDCEXP = a + CCEXP + UNEM + OBRA2. In addition, in those counties where corrections were necessary for nonlinearity in UNEM, the interaction term NONLIN was included in the model, as appropriate.

This model thus represents an alternate hypothesis specification of the null hypothesis guiding this component of the Demonstration Project, namely: inflation-adjusted expenditures for state-subsidized child care do not contribute significantly to subsequent reduction in inflation-adjusted expenditures for AFDC, controlling for unemployment rate and legislative changes brought about by the Omnibus Budget Reconciliation Act of 1985, in the assistance programs in the seven most urbanized counties of North Carolina.

In the following presentation of findings, lagged relationships controlling for the effects of autocorrelation at a lag of one month, where such autocorrelation was significant, are presented. To establish statistical significance, a non-directional alpha level of $p < .01$ was required to reject the null hypothesis. See Appendix C for a summary of analytical findings across all variables for each county for each lagged relationship.

Cumberland County

The specified model for this county is AFDCEXP = a + CCEXP + UNEM + OBRA2 + NONLIN. For no lag period up to and including twelve months was CCEXP significantly associated with the dependent variable, AFDCEXP. Of the variables in the model, OBRA2 was significantly associated with AFDCEXP in each of the twelve analyses for lags of between one and twelve months. Neither UNEM nor the interaction term, NONLIN, was significantly associated with variation in the dependent variable. R^2 values for the overall model ranged from .70 to .75, indicating approximately 75% of the variance in AFDCEXP was accounted for by the specified model.

Durham County

Variation in the dependent variable, AFDCEXP was virtually non-existent over the seven-year observation period for this time series analysis. As a result, none of the variables specified in this county's model, AFDCEXP = a + CCEXP + UNEM + OBRA2 were significantly associated with variation in the dependent variable at lags ranging from one to twelve months. R^2 values for the overall model ranged from .04 to .08.

Forsyth County

The specified model for this county is AFDCEXP = a + CCEXP + UNEM + OBRA2. The independent variable, CCEXP, was significantly and negatively associated with variation in the dependent variable for lags of one through nine months. For the remaining three months of the one-year lagged observation period, CCEXP remained inversely related to AFDCEXP, but did not attain the level of statistical significance ($p > .01$). For each lag period up to twelve months, OBRA2 was statistically and positively associated with variation in the dependent variable, AFDCEXP. R^2 values for the specified model ranged from .36 to .53.

Guilford County

For no lag period from one to twelve months was the independent variable, CCEXP, statistically significantly associated with the dependent variable, AFDCEXP. Of the remaining variables in the specified model for this county, AFDCEXP = a + CCEXP + UNEM + OBRA2, only level of unemployment (UNEM) was significantly, and positively, related to variation in AFDCEXP. R^2 values for this model ranged from .81 to .83.

Mecklenburg County

This county's specified model was AFDCEXP = a + CCEXP + UNEM + OBRA2 + NONLIN. The relationship between the independent variable, inflation-adjusted subsidized child care expenditures (CCEXP) and the dependent variable, inflation-adjusted expenditures for AFDC (AFDCEXP) was a complex one. For lags of one and two months, the relationship between CCEXP and AFDCEXP was statistically significant and inverse: as expenditures for subsidized child care increased, subsequent expenditures for AFDC decreased one and two months later. For lags of three through six months, this relationship remained inverse, though it did not rise to the level of statistical significance ($p > .01$). For lags of seven and eight months, the relationship became direct, yet did not attain statistical

significance; while for lags of nine and ten months, the relationship was both direct and statistically significant: increased expenditures for subsidized child care were associated with increased expenditures for AFDC nine and ten months later. Finally, in lagged months eleven and twelve, the association between the independent and dependent variable remained positive, but statistically insignificant.

Of the other variables in the model specified for Mecklenburg County, only federally-mandated policy changes in 1985 (OBRA2) were statistically significantly associated with variability in the dependent variable for each lag period up to twelve months. In addition, the level of unemployment was positively associated with AFDCEXP at lags of nine and ten months. R^2 values for the specified model for Mecklenburg County ranged from .30 to .49, suggesting the model explained between thirty and forty-nine percent of the variation in the dependent variable over the seven-year observation period.

New Hanover County

The specified model for New Hanover County was: AFDCEXP = a + CCEXP + UNEM + OBRA2 + NONLIN. At no lag period, from one to twelve months, was the independent variable, CCEXP statistically significantly associated with variation in the dependent variable, AFDCEXP. OBRA2 was the only variable significantly associated with the dependent variable in this model across all twelve lag periods, and its relationship was consistently positive. R^2 values for the specified model for each lag period were consistent, ranging from .68 to .71.

Wake County

AFDCEXP = a + CCEXP + UNEM + OBRA2 + NONLIN was the specified model for this county. The independent variable, CCEXP, failed to demonstrate a statistically significant relationship with the dependent variable, AFDCEXP, for any of the lagged relationships between one and twelve months. Of the other variables in this county's model, OBRA2 manifested a statistically significant, positive relationship with the dependent variable for monthly lags of three through twelve, while the interaction term for nonlinearity between UNEM and AFDCEXP (i.e., NONLIN) was statistically significant, and positive, for lags of six through eight months. R^2 values for the specified model ranged from .30 to .70.

SUMMARY AND DISCUSSION

This analysis of the temporal relationship between inflation-adjusted expenditures for state-subsidized child care and subsequent inflation-adjusted expenditures for AFDC should be viewed as suggestive at best, and by no means definitive. By examining this relationship over the better part of one decade, it was hoped that additional light might be shed on the validity of the central hypothesis supporting the concept of the "recycling fund" approach: i.e., that investment of funds in subsidized child care would reap at least equivalent savings, if not cost-efficient tradeoffs, when compared with outlays for AFDC at some later point in time. Clearly, there does not appear to be sufficient evidence from this preliminary investigation of the relationship between expenditures for subsidized, employment-contingent child care and subsequent reduction in AFDC expenditures to reject the null hypothesis of no relationship without qualification.

When viewing each of the seven urbanized counties as a separate unit of analysis, expenditures for child care emerged as a significant predictor of subsequent AFDC expenditures in only two counties: Forsyth and Mecklenburg. In these two instances, a statistically significant lagged relationship was suggested between variation in the independent variable, inflation-adjusted expenditures for subsidized child care, and the dependent variable, subsequent inflation-adjusted expenditures for AFDC.

Of the remaining variables included in the final analysis for each of the seven counties examined, changes in federal (and consequently in North Carolina) administrative and eligibility requirements were the most pronounced predictors of subsequent variation in AFDC expenditures within individual counties. A primary purpose of changes in the AFDC program enacted in the Omnibus Budget Reconciliation Act of 1985 (OBRA2) was to reduce perceived inequities arising from changes mandated in the OBRA of 1981. Given this, the impact of the positive relationship that emerged between the dummy variable denoting the introduction of OBRA2 and subsequently increased expenditures for AFDC in five of six counties (excluding Durham County, for which there was insufficient variation in the dependent variable for meaningful analysis) should occasion no surprise. Indeed, were it not for constricted range of data points between the beginning of this analysis (1 July 1981) and the introduction of more restrictive administrative regulative and eligibility requirements for qualification for AFDC resulting from OBRA 1981 (1 November 1981), it would be reasonable to expect a statistically significant, inverse relationship between that variable and subsequent AFDC expenditures.

There are several competing explanations for the general lack of relationship between the independent variable, inflation-adjusted expenditures for subsidized child care and the dependent variable, subsequent inflation-adjusted expenditures for AFDC within each unit of analysis. The first of these proceeds from the perspective that each county, in fact, represents a distinct program with respect to administration of both subsidized child care and AFDC programs. From this orientation, each of the seven urbanized counties assessed in this analysis might sufficiently differ from its counterparts in terms of such characteristics as governance, economic conditions (e.g., national inflation rate, unemployment rates within selected industrial sectors), county legislative and executive orientation toward welfare initiatives, county social services' administrative and staff orientations toward public assistance, and acceptance of welfare dependence as a socially-psychologically desirable and economically feasible option for individuals potentially at risk for dependence upon AFDC. Should this first explanation prove tenable, then those instances where a significantly positive relationship between the independent and dependent variables was manifest would suggest that variation in these characteristics would at least partially explain the difference between counties where no relationship between these variables was discerned and those where a significant difference was observed.

A second possibility for the lack of consistent relationship within each county comprising the units of analysis for this investigation is attributable to the restriction of range within which the analysis took place. The time series occurred over a seven year period, covering the state's fiscal years 1981 through 1988 (1 July 1981 through 30 June 1988). This analysis thus leaves unexplored the period from the inception of the subsidized child care program (1 July 1964) to the beginning of FY 1981, and from the conclusion of FY 1988 to the present. The possibility exists that the major effects of the child care subsidization program upon subsequent AFDC expenditures were most strongly exerted during earlier years of the initiative. Were this to be the case, the period over which the time series analysis was undertaken for the evaluation of the relationship between these two variables would have captured merely a non-representative pattern of relationship between expenditures for subsidized child care and subsequent expenditures for AFDC for each county evaluated. In other words, there may have been a noticeable pattern of relationship between subsidized child care expenditures and AFDC expenditures during the earlier years of the program that was not captured in the period of the present analysis.

A third explanation for the general lack of relationship between adjusted expenditures for subsidized child care and subsequent adjusted expenditures for AFDC appears tenable,

and given the results of this analysis, may be the most compelling. To the extent that access to affordable child care is a necessary, yet not sufficient condition for movement off AFDC and into unsubsidized employment, the effects of such availability may be sufficiently marginal in the face of other personal (e.g., lack of education and job skills) or structural constraints (e.g., insufficient wage levels) as not to show an effect. From this perspective, access to and availability of affordable child care might best be viewed as a penultimate necessity for attaining welfare independence, and comes into play only when the other personal and structural barriers to employment have been removed. The number of individuals for whom such access is, indeed, the last remaining hurdle to obtaining employment may well be a small fraction of the entire AFDC population, and investment in such access as a means of reducing welfare expenditures may not prove to be a cost-effective strategy (Ditmore & Prosser, 1973; Garfinkel, 1987).

Finally, if the results of this analysis are approached from the perspective that much low-wage employment exhibits considerable "reshuffling" of employees at the margin, then individuals who obtain such employment as a result of access to affordable child care may merely be displacing workers already in such jobs, causing the latter to recycle back to assistance programs, including AFDC (Abraham, 1987; Riemer, 1988). Were this to be the case, expenditures for subsidized child care would not be expected to show an effect on subsequent welfare costs, including AFDC outlays.

SECTION VII

EXPERIMENTAL OUTCOME ANALYSIS

SECTION VII

EXPERIMENTAL OUTCOME ANALYSIS

The "centerpiece" of the Child Day Care Demonstration Project evaluation study was its classical experimental component. Findings are discussed within the framework of the two hypotheses specified in the presentation of the research design. The first of these hypotheses, stated in null hypothesis terms for purposes of statistical testing, predicts that there will be no significant difference between experimental and control groups in the level of aggregate welfare expenditures for AFDC, Food Stamp, and Medicaid programs.

The second hypothesis, again stated in the null form, predicts that welfare independence, as measured by whether the casehead ceased AFDC recipiency at any time over the course of the demonstration period, will not be significantly affected by variation in the following target group member characteristics: (a) age of casehead; (b) number of children for whom the casehead is the parent or legal guardian; (c) employment status; (d) total number of days spent in AFDC recipiency prior to the beginning of the experimental intervention as a function of the total number of days for which each casehead was at risk of AFDC dependency; and (e) experimental or control group status of the participants. Guided by these two hypotheses, experimental outcomes are analyzed on two interrelated levels: aggregate group outcomes (experimental vs. control) and individual casehead outcomes as a function of differences in individual characteristics and experimental/control group status.

METHOD

Sources of Data

Data for analysis of aggregate group differences and individual characteristics as related to welfare independence were obtained from three files maintained by the State of North Carolina's Department of Human Resources (DHR). As noted above in Section IV, the sampling frame from which experimental and control group members were drawn was provided by the Eligibility Information System (EIS), maintained by DHR's Division of Planning and Information. This master file tracks daily changes in the status of AFDC recipients. In addition to the use of EIS data for sample selection, this system records the

number and amounts of AFDC payments made to individuals, reports gross and net earned and unearned income, determines countable monthly income for continued AFDC eligibility, and provides selected demographic information both for the currently active case and for all prior cases in which the casehead has received AFDC assistance. The EIS also contains a number of mechanisms that check the internal consistency of the data and changes in caseload characteristics.

A second file, also maintained by DHR's Division of Social Services, Planning and Information Section, provides information concerning Food Stamp expenditures and recipient characteristics. This file, the Food Stamp Information System (FSIS), serves a similar function for tracking participants in the Food Stamp program as does the EIS for the AFDC caseload. Among the data included in this monitoring system are the size and composition of the Food Stamp household, total and individual expenditures for household members, reports on status changes, and checks for internal consistency.

The third source of data used in the analysis consists of the Medicaid Paid Claims System (MPCS) maintained by DHR's Division of Medical Assistance. This system tracks expenditures and adjustments made to providers of authorized medical services on behalf of Medicaid-eligible beneficiaries.

In concatenating data from these three sources, it was necessary to link records using individual case identification numbers and internal consistency checks across files. This was required given that household size and composition may differ from one program (e.g., AFDC) to another (e.g., Food Stamps). In comparing data across files, as well as aggregating data within and across programs, this procedure ensured that the AFDC household was always the unit of analysis in those cases where household composition varied for the other two programs.

Dependent Measures

Aggregate outlays for AFDC and Food Stamp expenditures combined with Medicaid reimbursements comprised the dependent measure used in the analysis of experimental versus control group outcomes. This dependent variable, Welfare Expenditure (WELFEXP), reflected only direct expenditures, reimbursements, and adjustments, and did not include associated indirect costs (e.g., administrative expenses). Table 7.1 provides the total and program specific expenditures during the time frame of the demonstration program, including mean and median expenditures per case.

TABLE 7.1

Aggregate Expenditures for AFDC, Food Stamps, and Medicaid Reimbursements

Program	Group Status	Total	Mean	Std Dev	Median
AFDC	E	$716,818.00	$2429.89	$1056.72	$2787.00
	C	$746,536.00	$2439.66	$1049.76	$2787.00
Food Stamps	E	$514,544.57	$1744.22	$1297.35	$1793.00
	C	$516,711.80	$1688.60	$1320.79	$1738.00
Medicaid	E	$599,156.20	$2031.04	$3423.37	$ 749.22
	C	$652,271.70	$2131.61	$4922.93	$ 516.24
TOTAL	E	$1,830,518.77	$6205.15	$4295.53	$5634.41
	C	$1,915,519.50	$6259.87	$5536.71	$5372.57

E = Experimental Group
C = Control Group

The dependent variable used in the second analysis was Welfare Independence (WELFIND). This measure is operationally defined as a dichotomous variable indicating whether or not the participant remained on AFDC during the entire course of the one-year experimental period, regardless of whether she was assigned to the experimental or control condition. Thus, welfare independence was coded as either a "0" or a "1," with a value of "0" indicating that a client had remained on AFDC during the entire demonstration period. A value of "1" indicated that the client had exited off AFDC for some period of time during the one-year demonstration. Approximately 53.5 percent of sample members (n=322) remained recipients of AFDC throughout the entire demonstration period, while 46.5 percent (n=280) exhibited some level of welfare independence, ranging from 29 to 364 days in length.

Independent Measures

The independent variable in the analysis of aggregate welfare expenditures was the experimental intervention: the offer of subsidized child day care within two working weeks after the participant obtained full-time employment at any time during the one-year demonstration period. As noted above, care would be provided for all children under the age of twelve for whom the participant was the parent or had legal responsibility. This care would be provided between the hours of 7:00 a.m. and 6:00 p.m., Monday through Friday, and the subsidized care would continue as long as the participant continued to meet program eligibility requirements.

This offer was extended to members of the experimental group by means of a letter developed by project staff in collaboration with Child Care Resources, Incorporated (CCRI), the resource and referral service through which state-subsidized child care is brokered in Mecklenburg County. This letter was mailed by first-class postage to each member of the experimental group under the letterhead of CCRI, as were two additional follow-up reminders sent approximately one month and five months after the beginning of the experimental period (24 March 1989) (see Appendix D for copies of these letters).

Nearly one-half (47.6%) of the 300 experimental group members (n = 143) contacted CCRI about the offer of child care. Of those contacts, fifty members (one out of six) actually applied for and received state-subsidized child care assistance under the auspices of the special offer; seventy-one children were successfully placed in child care facilities.

To protect the integrity of the experimental design, the project staff of CCRI was not given the identities of respondents in the control group during the course of the experiment.

However, at the conclusion of the experiment, CCRI staff were given the names and social security numbers of control group members (n = 302). They were asked to determine how many control group members applied for subsidized child care during the experimental time frame. Only twenty control group members (one out of fifteen) applied for subsidized child care over the course of the experiment, fewer than half the number of experimental group members that made application over the same time frame. Since CCRI does not maintain records on agency contacts on a routine basis (experimental group members being the exception), no comparisons could be made in the number of contacts by experimental and control group members.

Four variables that prior research has suggested are potential predictors of length of stay on welfare were used as independent predictors of the dependent variable, Welfare Independence. These include: (a) age of the participant (AGE); (b) number of children for which she is the parent or is legally responsible (NUMKIDS); (c) pre-experimental welfare dependency level (LIFEDEP); and (d) participant's employment status (EMPSTAT). In addition to these four variables, experimental or control group status of the participant (COND) was included in the model to determine its ability to predict welfare independence.

Each of the four participant characteristic variables was available from data located in the EIS. AGE was calculated using data providing the year, month and date of birth for the casehead. NUMKIDS was calculated using fields from EIS recording year, month, and date of birth for each child in the caseload.

LIFEDEP represents a measure of the casehead's total adult lifetime dependency on AFDC in comparison to the total length of time she might have been receiving AFDC since turning seventeen years of age. Operationally defined, this measure consisted of the ratio of the total number of days an individual had received AFDC since turning age seventeen to the total number of days that had elapsed since the casehead attained that age.

EMPSTAT was operationally measured by reported earned income for the participant as indicated on the EIS file. Operationally, this measure would appear to be a conservative estimate of employment status, since earnings from "underground" (i.e., non-reported employment earnings) would not be recorded, thus understating the actual level of employment within the sample. Given the absence of any additional variable that more explicitly measures participant employment status, this measure was selected as the best available surrogate. EMPSTAT was constructed as a dummy variable, with values of "0" if no earned income was reported, and "1" if such income was reported (see Table 7-2 for the

descriptive properties of these independent variables in the analysis, including measures of central tendency and dispersion).

In order to ensure exogeneity, these four measures of individual characteristics reflect respondent status immediately prior to the start of the experimental period. The experimental/control group status of each participant, COND, was measured as a dummy variable, with values of "0" for control group condition and "1" for experimental group condition.

The casehead's level of education had been identified in prior research as being associated with the length of stay on welfare (O'Neill & associates, 1984). However, since a measure of education was not included on the EIS, it was not possible to include it as an independent predictor in the analysis.

DATA ANALYSIS AND FINDINGS

Aggregate Outcomes

Assessment of aggregate expenditure outcomes for welfare expenditures (operationally defined as total direct expenditures for AFDC, Food Stamp, and Medicaid payments and reimbursements) between experimental and control groups was undertaken using the "TTEST" procedure of SPSS, version 3.0. The overall result ($t_{599} = 0.14$) was not significant at a probability level of less than .05, indicating that there was no statistically significant difference in aggregate welfare expenditures between members comprising experimental (M = $6205.15) and control (M = $6259.87) conditions. The first hypothesis of no difference in aggregate expenditures outcomes between members of the experimental and control groups cannot be rejected.

Individual Outcomes

To assess the extent to which individual casehead characteristics, when considered in conjunction with the experimental intervention, were predictive of attainment of welfare independence during the course of the demonstration period, a logistic regression analysis was performed using the PROBIT procedure in SPSS Version 3.0. This procedure is appropriate for predicting the probability of a characteristic being associated with the upper value of a dichotomous dependent variable. For this analysis, the dependent value of "1," denoting welfare independence, served as the reference value.

TABLE 7.2

Independent Variables: Participant Characteristics

Variable	Group Status	Mean	Median	Mode	Std Dev
AGE	E	25.51	24.00	24.00	5.52
	C	25.48	24.50	19.00	6.13
LIFEDEP	E	0.52	0.43	1.00	0.35
	C	0.52	0.45	1.00	0.35
EMPSTAT	E	0.13	0.00	0.00	0.33
	C	0.17	0.00	0.00	0.38
NUMKIDS	E	2.03	2.00	2.00	1.06
	C	1.94	2.00	1.00	1.06

AGE = Age of casehead
LIFEDEP = Ratio of days on welfare since age seventeen to total possible days since age seventeen
EMPSTAT = Employment status of casehead prior to experimental intervention
NUMKIDS = Number of children in AFDC case
E = Experimental Group
C = Control Group

As previously noted, five independent variables measuring the AFDC casehead's age, level of lifetime welfare dependency since attaining the age of seventeen, number of children in the caseload, employment status, and experimental/control group status were viewed in relationship to the dependent variable, welfare independence.

In performing logistic regression with a dichotomous dependent variable, the independent variables were entered as a block. Results of this specified model were assessed using Wald's test for significance of the resulting regression coefficients for each independent variable in the model. Given that fewer participants in the experimental group than in the control group achieved welfare independence at some point over the demonstration period ($N_{Experimental} = 130$; $N_{Control} = 157$), it is not surprising that COND was not a statistically significant predictor of the probability of welfare independence. However, two of the four target group member variables -- percentage of lifetime in AFDC recipiency since attaining age seventeen (LIFEDEP) and age of the AFDC casehead (AGE) -- emerged as significant predictors of welfare independence at probability levels less than .05. In both instances, the relationship between these variables and the dependent variable was inverse: the older the casehead, and the greater the percentage of lifetime spent in AFDC recipiency, the lower the probability of attainment of welfare independence. Table 7.3 presents results of the logistic regression performed on WELFIND.

To test for interaction effects between the four independent characteristics of participants and their experimental and control group status in relation to the dependent variable, WELFIND, a series of chi-square analyses were performed. No differential findings were produced in the two-way associations between each individual casehead characteristic and welfare independence for experimental and control group participants. Consequently, the child care intervention was not shown to differentially effect welfare independence based on the characteristics of participants.

The second hypothesis guiding analysis of experimental outcomes at the individual level stated, in the null form, that welfare independence would not be significantly affected by variation in study participant characteristics. Using logistic regression techniques, it is possible to partially reject this null hypothesis: both age and lifetime recipiency were significantly, and inversely, associated with probability of attainment of welfare independence.

TABLE 7.3

Logistic Regression of Welfare Independence (WELFIND) on Client Characteristics and Experimental Status

Variable	Coefficient	Std Error	Wald
EMPSTAT	0.023	0.171	0.02
AGE	-0.831	0.289	8.27*
NUMKIDS	-0.183	0.098	3.49
LIFEDEP	-0.317	0.061	27.01**
COND	-0.113	0.122	0.86

EMPSTAT = Employment status of casehead prior to experimental intervention
AGE = Age of casehead
NUMKIDS = Number of children in AFDC case
LIFEDEP = Ratio of days on welfare since age seventeen to total possible days since age seventeen
COND = Experimental or control group status of participant

* Significant at the $p > 0.01$ level
** Significant at the $p > 0.001$ level

SUMMARY AND DISCUSSION

Analysis of both experimental and control group membership relative to system-level experimental outcomes (aggregate cost savings attributable to the experimental intervention), and client-level characteristics relative to the attainment of welfare independence failed to lend support to the efficacy of the offer of employment-contingent child care in either reducing welfare expenditures or in promoting individual attainment of welfare independence. These results need to be interpreted with caution, and within the larger framework of this evaluation.

At the system level, several conditions were operative that may have served to mitigate the potential effects of the experimental intervention. One of these conditions may have been an artifact of the design of the experimental component. The passive offer, by mail, may have constituted a poor mechanism to effectively reach members of this population. Consequently, experimental group members' awareness of the offer, and its conditions, may have been minimized by adopting this approach. A second system level constraint relates to the adequacy of employment opportunities available to members of this population. To the extent that jobs available to this population mainly consist of lower wage positions, often without adequate health insurance benefits for the client and her family, the decision not to seek and accept such employment but rather subsist on AFDC and related supports may represent a rational choice from a microeconomic perspective. In addition, as found in the pre-intervention survey, many of the jobs available to members of this population involve non day and non week day hours, times that did not fit with the available child care offer. Consequently, child care was really not available to members of the experimental group that fit this employment profile or prospect, even though it was free.

In assessing client characteristics in relation to their attainment of welfare independence, analysis suggests that both age of the casehead and level of lifetime welfare dependence were significant inverse predictors of movement off AFDC. These characteristics may in turn reflect those characteristics more specifically related to employability (e.g., education, job training and readiness, life skills development). Although not assessed in the present study, these direct employability characteristics might be hypothesized to predict attainment of welfare independence. To the extent that deficiencies in client employability operate as a barrier to movement off AFDC, then the offer of subsidized employment-contingent child care would be expected to make a substantive difference only as these additional barriers are removed. From this perspective,

access to available and affordable child care would be one of the penultimate barriers to employment and welfare independence. Consequently, access to such child care would be a necessary, but not a sufficient condition, to foster welfare independence at the client level and cost savings at the system level.

SECTION VIII
POST-INTERVENTION SURVEY

SECTION VIII

POST-INTERVENTION SURVEY

Approximately one month after the twelve month experiment had ended, a post-intervention telephone survey (time 2) was conducted with respondents to the pre-intervention telephone (time 1). The purpose of the post-survey was threefold. First, the questionnaire was designed to ask respondents in the experimental group about the letters that they had received offering them a special child care program. Questions were asked about whether they had received the offer by mail and, if so, whom did they contact about it.

Second and most central, since in the present evaluation, employment in the labor force is modeled as the mediating variable between the availability of subsidized child care and welfare independence, the post-intervention questionnaire was designed to ask respondents about their work-related behaviors and outcomes: employment status, and, if employed, number of hours worked last week, months employed in present job, and hourly wage. The aim was to study variation in these work-related behaviors and outcomes by selected demographic, work, child care, and program-related variables, including time 1 employment status, time 1 disposition toward the experimental offer, and experimental/control group membership. As such, the present analysis approaches the two central hypotheses guiding the evaluation from a second vantage point, focusing on employment-related behaviors and outcomes, the hypothesized mediating variables, rather than the primary outcome variables: welfare cost savings and the attainment of welfare independence. An important strength of this analysis is its longitudinal research design which makes it possible to include both pre- and post-intervention survey variables in the analysis.

Third, the post-intervention survey focuses on the types of help, if any, that respondents think are needed by mothers with young children who want to work.

METHOD

Source of Data

The sampling frame for the post-intervention survey was the 232 respondents who participated in the pre-intervention telephone survey. This decision was based on a combination of factors: (a) the abbreviated nature of the pre-intervention mail survey that restricted the number of time 1 variables available for analysis in the longitudinal analysis, (b) the inability in the first wave survey to either locate working telephone numbers or to contact mail respondents by telephone, even after a concerted effort, (c) the need to utilize a telephone survey because of the more open-ended nature of questions on the post-intervention survey that required working telephone numbers for respondents, and (d) failure to detect either significant demographic differences or response biases between telephone and mail respondents in the pre-intervention survey.

Response Rate

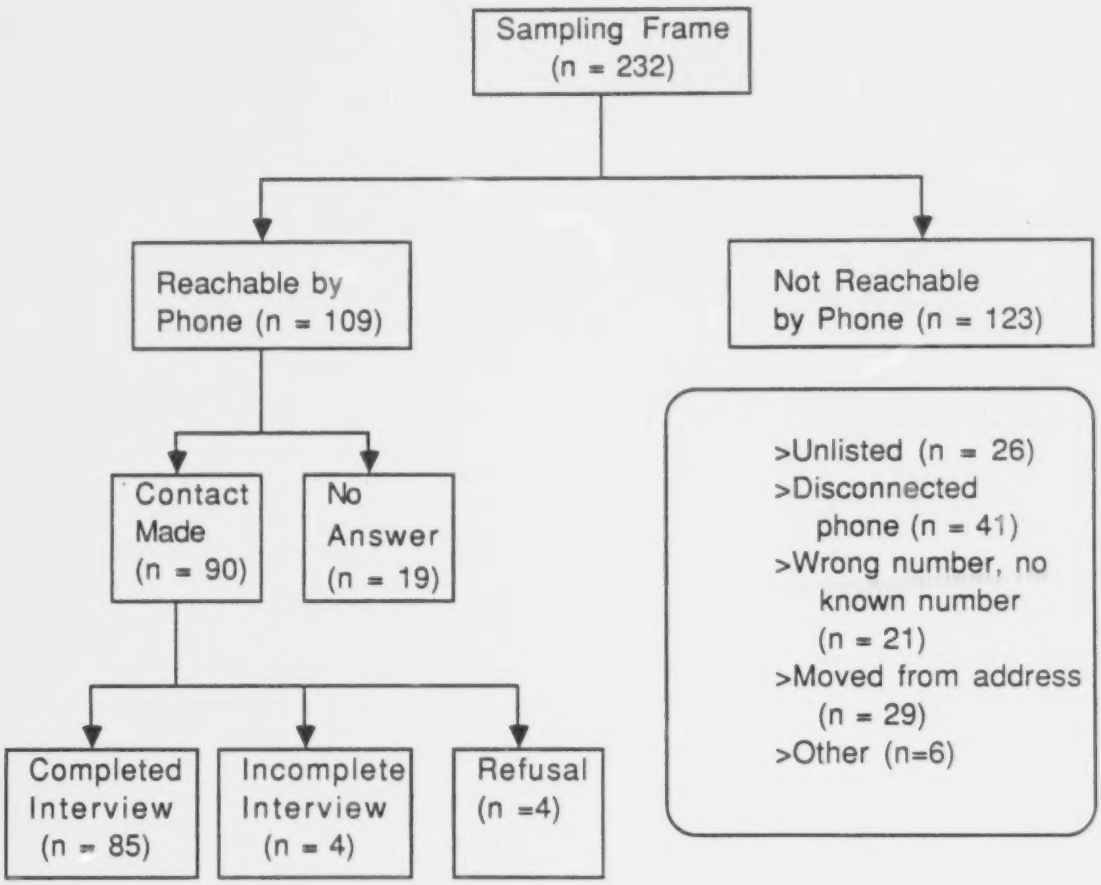
Although each of the members of the post-intervention sampling frame had completed a telephone interview approximately 14 months earlier, efforts to recontact these respondents for a second interview using the same telephone number proved challenging. Even after reviews of case records, manual searches of local telephone directories, coordination with telephone information services at the local level after the number in the file was found to be inaccurate or not operational, working telephone numbers were established for only 109 of the 232 members of sampling frame (46.9%). In addition, even after six attempts, interviewers were unable to reach 19 respondents with working telephone numbers; another 8 respondents refused to participate in the telephone interview when contacted or failed to complete the interview (see Figure 8-1).

The overall response rate to the post-intervention survey was 36.6% (85/232). Although this response rate was similar to the response rate to the telephone component of the pre-intervention survey (265/692 = 38.3%), it was disappointing given that each of respondents in the post-intervention sampling frame had responded by telephone to the pre-intervention survey. Similar to the pre-intervention survey (92.7%), of the respondents reached by telephone (n = 90), nearly 95 percent (94.4%) completed the post-intervention interview.

To help determine attrition bias between the pre-intervention and the post-intervention survey, demographic comparisons were made between respondents and nonrespondents to

Figure 8-1

Post-Intervention Survey: Telephone Survey Response Rate


Sampling Frame
(n = 232)
Reachable by Phone (n = 109)
Not Reachable by Phone (n = 123)
>Unlisted (n = 26)
>Disconnected phone (n = 41)
>Wrong number, no known number (n = 21)
>Moved from address (n = 29)
>Other (n=6)
Contact Made (n = 90)
No Answer (n = 19)
Completed Interview (n = 85)
Incomplete Interview (n = 4)
Refusal (n =4)

Overall Response Rate: 85/232 = 36.6%
Contact/Completion Rate: 85/90 = 94.4%

the post-intervention survey using the following variables from the master sampling frame file: age of casehead; number of children for whom the casehead was parent, legal guardian, or provides primary financial support; gross household income; receipt of childcare deduction; and waiting list status for state-supported child care assistance. In addition, the educational attainment of respondents and nonrespondents were compared based on their responses to the pre-intervention survey. No significant differences were found between respondents and nonrespondents to the survey.

Procedures

Approximately one week before data collection procedures were implemented, each sample respondent was mailed a prenotification letter that was similar to the letter used in the pre-intervention survey with one exception: it reminded them of their participation in the pre-intervention survey. This letter explained the purpose of the study, stressed the importance of their participation, and notified them that they would be contacted by telephone within the next three weeks and asked to complete a short survey. The letter also included assurances of confidentiality and voluntary participation (see Appendix E).

Updates for addresses for respondents were identified through the AFDC check file. Consequently, only a few pre-notification letters were returned by the Post Office as undeliverable (n = 22). Manual searches of case files and community directories were not successful in updating addresses for these respondents.

Telephone interviewers included students affiliated with the University of North Carolina at Charlotte. An on-site coordinator was hired to oversee and supervise data collection. All interviewers participated in a training session conducted by the project director. The training included an overview of the questionnaire and its skip patterns, a discussion of pitfalls and issues in conducting telephone interviews, an explanation of confidentiality and the protection of human subjects in survey research, and a practice session using the questionnaire.

To promote uniformity of response and to reduce potential interviewer bias, a written script was provided to the interviewers that outlined potential questions and objections from respondents about the survey and suggested responses. In addition, interviewers were provided an opening script to read to survey respondents upon contact. If respondents had not received the prenotification letter, interviewers were instructed to read it by phone. Because of local culture, interviewers were instructed to place calls only between 9:00 A.M.

to 9:00 P.M., Monday through Saturday. All interviewers introduced themselves as representatives of the University of North Carolina at Chapel Hill. Interviewers were provided with survey control sheets to track attempted contacts with sample members.

All interviewers were required to sign an agreement that outlined their responsibilities and timelines for data collection. In addition, this agreement specified their ethical responsibility for protection of respondent rights to confidentiality and privacy. Interviewers were paid a nominal fee of $2.50 per completed interview.

The telephone survey was designed to take no longer than 15 minutes to complete. It included a combination of open-ended and closed-ended questions that assessed the following eight areas:

- Current employment status and preferences
- Child care arrangements and preferences for currently employed respondents
- Hypothetical child care arrangements if respondent were to be employed
- Employment attitudes and barriers among the unemployed
- The proposed child care demonstration project for respondents in the experimental group
- Perceived help available in Mecklenburg County to assist parents to find child care for work-related reasons: control group respondents only
- Policy recommendations for helping mothers of young children who want to work
- Demographic characteristics.

See Appendix E for a copy of the post-intervention telephone survey.

The time frame for collecting data extended from April (27), 1990 to May (31), 1990.

Sample Profile

The modal respondent to the survey had two children (35.3%), at least a high school education (59.0%), was not employed at the time of the survey (64.7%), and was a member

of the control group (55.3%). The average age of the only or youngest child was approximately three years old (M = 2.91), and approximately one-quarter (25.8%) reported responsibility for other preschool children in the pre-intervention survey (ages 1-4 years).

Measures

Dependent variables

Four dependent variables were specified in the analysis used to study variations in the employment status and the work-related behaviors and outcomes of respondents. Each was assessed using a single item. Employment status was determined by asking respondents if they were currently employed, including self employment. A categorical variable, respondents responded dichotomously as either yes (35.3%, n = 30) or no (64.7%, n = 55). If employed, respondents were asked about the number of hours they worked last week, about the number of months they had been working on their main job, and about their hourly wage. Each of these variables was assessed on a ratio level (see Table 8-1). On the average, employed respondents worked 32.23 hours during the preceding week (SD = 10.80) with approximately three-quarters (73.3%) working 30 or more hours. In addition, they had worked an average of 6.31 months (SD = 5.07) on their main job and earned an average of $5.18 per hour on this job (SD = $1.39). Two-thirds of the employed respondents had worked six months or less on their main job (65.5%). Nearly one-half (46.4%) earned five or less dollars per hour on this job.

Independent variables

Twelve independent variables were specified in the analysis used to study variations in the employment status and the work-related behaviors and outcomes of respondents. Each was coded as a categorical variable using two or three categories, and all but two were assessed by a single item.

Number of children was determined by asking respondents about the number of children in their household for whom they are the parent, legal guardian, or for whom they provide financial support. A ratio variable, responses were recoded into three categories for analysis: one child (31.8%), two children (35.3%), and three or more children (32.9%). Respondents were also requested to report the age of their youngest child. Responses were recoded into three categories: one and under (23.5%), two or three (45.9%), and four to six (30.6%). An item from the pre-intervention survey, respondents also reported their highest grade or degree that they had completed. Responses were dichotomized into less than high

Table 8-1

Work-Related Behaviors and Outcomes: Descriptive Statistics

Variable	Mean (n)	SD	Median	Range	Skew	Kurtosis
Hours Worked Last Week	32.2 (30)	10.8	36.0	6-48	-1.03	.33
Number Months Working	6.3 (29)	5.1	5.0	0-19	.87	-.02
Hourly Wage	5.2 (28)	1.4	5.3	2.01-8.00	-.13	-.09

school (41.0%) and high school and beyond (59.0%). The presence of other preschoolers in the household was another item from the pre-intervention survey that was determined from reports by respondents about the ages of other children for whom they were responsible. It was computed as a dichotomous variable: no (74.1%) and yes (25.9%). Time 1 employment status was assessed from an item on the pre-intervention survey that was identical to the employment status item used on the post-intervention survey. Respondents were asked if they currently employed, including self employment. They responded as either yes (15.4%) or no (84.6%).

The work attitude of respondents was determined by a series of four items that were selected and adapted from the Social Norms about Working subscale from the Meaning of Work Survey (MOW International Research Team, 1987). See Table (8-2) for the wording of these items as well as the responses of employed and not employed respondents to them. Respondents were asked to indicate their agreement or disagreement with each item, which were treated as separate independent variables in the analysis. The child care support system of respondents was determined by four items that addressed the respondent's knowledge of potential sources of child care assistance for their youngest child while they worked. See Table (8-3) for the wording of these items that were adapted from the National Child Care Consumers Study, including a breakdown of the responses of employed and not employed respondents. Respondents reported either as "yes" or "no" response. For purposes of analysis, this variable was coded into three categories based on the summative responses of respondents to the items: no support (23.5%), one support (41.2%), and two or more supports (35.3%).

In the pre-intervention survey, respondents were asked about their disposition toward the experimental offer following a short description of the special child care demonstration: "If such as special program existed, would you use the program for work-related reasons?" Their responses were recoded as either "yes" (88.3%) or "no" (11.7%). The "no" code included those who reported that they were "not sure" about whether they would use the program.

The next independent variable, demonstration program, was constructed based on the membership of each respondent in either the experimental (n = 38) or control group (n = 47) as well as from an item on the post-intervention survey. Preceded by a description of the letter that was mailed to members of experimental group about the child care demonstration program, respondents in the experimental group were asked whether they had received such an offer in the mail. Based on their responses, experimental respondents were divided into

Table 8-2

Work Attitudes[a]

Variable	Employed		Not Employed	
	Agree%(n)	Disagree%(n)	Agree%(n)	Disagree%(n)
Boring work is ok as long as the pay is good.	57.1 (16)	42.9 (12)	69.1 (38)	30.9 (17)
Every able-bodied citizen should work.	75.0 (21)	25.0 (7)	89.1 (49)	10.9 (6)
Working at even a low-paying job is better than depending on welfare.	85.7 (24)	14.3 (4)	85.5 (47)	14.5 (8)
The working life of the average person is getting worse not better.	75.0 (21)	25.0 (7)	83.3 (45)	16.7 (9)

[a]Selected and adapted from the Social Norms about Working Subscale from the Meaning of Work Survey (Meaning of Work International Research Team, 1987).

Table 8-3

Child Care Support System[a]

Variable	Employed Yes% (n)	Employed No% (n)	Not Employed Yes% (n)	Not Employed No% (n)
Do you have any relatives other than those in your household who would be available to care for your [Youngest] child on a regular basis while you work?	30.0 (9)	70.0 (21)	32.7 (18)	67.3 (37)
Do you know of any individual not related to you who might be available to come to your home to care for your [Youngest] child on a regular basis while you work?	06.7 (2)	93.3 (28)	12.7 (7)	87.3 (48)
Do you know of any individual not related to you who might be available to care for your [Youngest] child in their own home on a regular basis while you work?	30.0 (9)	70.0 (21)	29.1 (16)	70.9 (39)
Do you know of any day care center or preschool that your [Youngest] child could attend while you work?	70.0 (21)	30.0 (9)	65.5 (36)	34.5 (19)

[a]Items adapted from the National Child Care Consumer Study.

those that had received the letter (25.7%, n = 9) and those who reported either that they had not received the offer (51.4%, n = 18) or were not sure (22.9%, n = 8). With the addition of the control group, this procedure yielded three groups for purposes of analysis.

Three items that served as independent variables were asked only of employed respondents in the post-intervention survey. The first, care provider, asked respondents about who cared for their youngest child while they worked. An open-ended question, responses were coded into informal care providers (80%) and day care center settings (20%). If the respondent reported more than one provider, the provider they used most often was used to construct this variable. The second, prefer child care arrangement, asked respondents if their current arrangement was the type of child care they would really prefer. Respondents responded either yes (56.7%) or no (43.3%). The third, pay for child care, asked respondents how much they paid for child care each week on the average for your youngest child so that they could work. Responses were dichotomized into those that paid (56.6%) and those that did not (43.4%).

Data Analysis

The data concerning both the special care offer and policy recommendations for assisting mothers with young children who want to work were analyzed descriptively. To understand better the variations in the post-intervention employment status of respondents (employed, not employed), two-way crosstabulations were conducted using selected demographic, work, child care, and program-related variables from both the pre- and post-intervention surveys that were defined above: number of children; age of youngest child; pre-intervention education of casehead; presence of other preschoolers in the household at time of the pre-intervention survey for whom the respondent was the parent, legal guardian, or for whom the respondent provided financial support; pre-intervention employment status; work attitudes; day care support system; respondent's pre-intervention disposition toward the experimental offer; and demonstration program status. Tests for independence between the dependent and these variables were evaluated using chi-square. Yates' correction for continuity was used for contingency tables with one degree of freedom. Given the descriptive and exploratory nature of the analysis, a .10 level of probability was used to establish statistical significance.

Among employed respondents (n = 30), variation in three work-related behaviors and outcomes were examined by the same variables used in the contingency analysis above as well as by three additional dichotomous variables: care provider, preferred child care

provider, and payment for care. One-way analysis of variance was used to examine each of these relationships. A .10 level of probability was used to establish statistical significance.

All analyses utilized SPSS-X, Version 3.0.

FINDINGS

The Child Care Demonstration Offer

Of the 38 respondents to the post-intervention survey who were assigned to the experimental group, 35 responded the question about whether they had received a letter offering them a special child care program. In the preface to this question, interviewers reviewed the two main features of this special offer that were mentioned in the letter as well as the employment contingency that recipients work an average of 30 or more hours per week. Even though follow-up letters were also forwarded approximately one month and five months after the start of the intervention, only 9 of the 35 respondents (25.7%) remembered receiving such a letter. Eight respondents (22.9%) were not sure if they received the letter or not. The majority (51.4, n = 18) did not remember receiving such a letter. This finding is particularly surprising given that the addresses for respondents were drawn from the AFDC check file and verified through the county Department of Social Services approximately 30 days before the first mailing.

Of the nine respondents who remembered receiving the offer, six (66.7%) reported that they contacted no one about the offer; only two (22.2%) reported receiving subsidized child care under this offer. The seven respondents who remembered receiving the offer but who elected not to use it mentioned a number of reasons for their decision, including not having a job, not needing the program, lack of transportation for employment, and desire to do it on their own.

Employment Status

Based on the chi-square analysis, the employment of respondents appeared relatively independent of the variables that were used in the analysis. Of the twelve contingency tables that were examined, only one achieved statistical significance (see Table 8-4). There was a statistically significant association between the number of children and employment status, $X^2(2, N = 85) = 7.58$, $p < .05$. A higher percentage of respondents

Table 8-4

Variation in Employment Status and Work-Related Behaviors and Outcomes by Selected Demographic, Work, Child Care, and Program-Related Variables

Variable	Dependent Outcomes: Employment Status[a] Not Employed (n = 55)	Employed (n = 30)	Work Hours (n = 30)	Months Employed (n = 30)	Salary (n = 30)
Number of Children					
One	44.4	55.6	31.1(15)	7.1 (14)	5.1 (14)
Two	70.0	30.0	30.2 (9)	5.6 (9)	4.9 (8)
Three	78.6	21.4	38.2 (6)	5.5 (6)	5.6 (6)
	$x^2(2,85)=7.58^{**}$		F(2,27)=1.16	F(2,26)=.35	F(2,25)=.44
Age of Youngest Child					
One and under	75.0	25.0	32.8 (5)	6.0 (5)	5.3 (4)
Two or three	61.5	38.5	31.7 (15)	6.1 (14)	5.0 (14)
Four to six	61.5	38.5	32.8 (10)	6.7 (10)	5.4 (10)
	$x^2(2,85)=1.21$		F(2,27)=.04	F(2,26)=.04	F(2,25)=.20
Education of Casehead[b]					
Less than high school	75.0	25.0	29.8 (8)	3.9 (8)	5.0 (8)
High school & beyond	56.5	43.5	34.1 (20)	7.6 (19)	5.2 (19)
	$x^2(1,78)=2.05$		F(1,26)=1.05	F(1,25)=3.26*	F(1,25)=.08
Other Preschoolers[b]					
No	63.5	36.5	32.0 (23)	6.5 (22)	5.1 (21)
Yes	68.2	31.8	33.1 (7)	5.4 (7)	5.3 (7)
	$x^2(1,85)=.02$		F(1,28)=.06	F(1,27)=.27	F(1,26)=.06

Table 8-4 (Continued)

Variation in Employment Status and Work-Related Behaviors and Outcomes by Selected Demographic, Work, Child Care, and Program-Related Variables

Variable	Dependent Outcomes: Employment Status[a] Not Employed (n = 55)	Employed (n = 30)	Work Hours (n = 30)	Months Employed (n = 30)	Salary (n = 30)
Time 1 Employment Status[b]					
Not employed	66.7	33.3	34.8 (22)	6.1 (28)	5.1 (21)
Employed	41.7	58.3	27.7 (7)	7.0 (7)	5.4 (7)
	$x^2(1,78)=1.75$		F(1,27)=2.8*	F(1,26)=.16	F(1,26)=.27
Work Attitude					
Boring work is ok					
Disagree	58.6	41.4	34.7 (12)	8.3 (12)	5.5 (12)
Agree	70.4	29.6	31.0 (16)	4.6 (15)	5.0 (14)
	$x^2(1,83)=0.70$		F(1,26)=.82	F(1,25)=3.8*	F(1,24)=.61
Every able-bodied citizen should work					
Disagree	46.2	53.8	26.3 (7)	5.1 (7)	5.8 (7)
Agree	70.0	30.0	34.7 (21)	6.7 (20)	5.0 (19)
	$x^2(1,83)=1.82$		F(1,26)=3.61*	F(1,25)=.42	F(1,24)=1.30
Working better than welfare					
Disagree	66.7	33.3	29.0 (4)	3.3 (4)	5.5 (4)
Agree	66.2	33.8	33.2 (24)	6.8 (23)	5.2 (22)
	$x^2(1,83)=0.00$		F(1,26)=.52	F(1,25)=1.59	F(1,24)=.21

Table 8-4 (Continued)

Variation in Employment Status and Work-Related Behaviors and Outcomes by Selected Demographic, Work, Child Care, and Program-Related Variables

Variable	Dependent Outcomes				
	Employment Status[a]		Work Hours	Months Employed	Salary
	Not Employed (n = 55)	Employed (n = 30)	(n = 30)	(n = 30)	(n = 30)
Working life getting worse					
Diagree	56.3	43.8	32.4 (21)	5.9 (20)	5.1 (19)
Agree	68.2	31.8	33.1 (7)	7.3 (7)	5.7 (7)
	$x^2(1,82)=0.37$		F(1,26)=.03	F(1,25)=.36	F(1,24)=1.08
Child Care Support System					
No support	75.0	25.0	32.8 (5)	6.8 (5)	4.7 (5)
One support	57.1	42.9	29.6 (15)	6.0 (14)	5.0 (14)
Two to four	66.7	33.3	35.9 (10)	6.5 (10)	5.8 (9)
	$x^2(2,85)=1.86$		F(2,27)=1.03	F(2,26)=.05	F(2,25)=1.26
Disposition toward Experimental Offer[1]					
Unfavorable	55.6	44.4	28.0 (4)	6.3 (3)	5.2 (4)
Favorable	66.2	33.8	33.3 (23)	6.7 (23)	5.1 (22)
	$x^2(1,77)=0.07$		F(1,25)=.95	F(1,24)=.01	F(1,24)=.02
Demonstration Program					
Control group	61.7	38.3	30.8 (18)	7.1 (18)	5.4 (17)
Experimental Offer-No	76.9	23.1	37.0 (6)	4.4 (5)	4.6 (6)
Experimental Offer-Yes	55.6	44.4	36.5 (4)	7.3 (4)	5.0 (3)
	$x^2(2,82)=2.20$		F(2,25)=1.03	F(2,24)=.54	F(2,23)=.81

Table 8-4 (Continued)

Variation in Employment Status and Work-Related Behaviors and Outcomes by Selected Demographic, Work, and Program-Related Variables

Variable	Dependent Outcomes			
	Work Hours (n = 85)	Work Hours (n = 30)	Months Employed (n = 30)	Salary (n = 30)
Care Provider[c]				
Informal		32.5 (24)	5.7 (23)	5.1 (23)
Day Care Center Setting		31.3 (6)	8.8 (6)	5.5 (5)
		F(1,28)=.05	F(1,27)=1.94	F(1,26)=.24
Prefer Child Care Arrangement[c]				
Yes		29.9 (17)	6.4(16)	5.2 (16)
No		35.3 (13)	6.2 (13)	5.1 (12)
		F(1,28)=1.92	F(1,27)=.02	F(1,26)=.02
Pay for Child Care[c]				
No		27.5 (13)	5.9 (13)	5.1 (12)
Yes		35.8 (17)	6.6 (16)	5.2 (16)
		F(1,28)=4.9**	F(1,27)=.13	F(1,26)=.02

[a]Percentages are computed for comparisons within the not employed and employed groups along the independent variable.

[b]Pre-intervention survey variable.

[c]Asked only of employed respondents

* $p < .10$

** $p < .05$

with one child (55.6%) was employed than respondents with either two children (30.0%) or three or more children (21.4%).

Work Hours

Using a one-way analysis of variance procedure, the number of hours that employed respondents reported working during the preceding week were examined across 15 independent variables. Statistically significant mean differences ($p < .10$) were found between groups on three of these independent variables: Time 1 Employment Status, Work Attitude 2, and Pay for Child Care (see Table 8-4). Contrary to expectations, respondents who were not employed at the point of the pre-intervention survey reported working more hours ($M = 34.8$) than those who were employed ($M = 27.7$), $F(1,27) = 2.8$, $p < .10$. In addition, those respondents who agreed that "every able-bodied citizen should work" reported working more hours ($M = 34.7$) than those who disagreed with this statement ($M = 26.3$), $F(1,26) = 3.61$, $p < .10$). Last, respondents who paid for child care for employment-related reasons worked more hours ($M = 35.8$) than those who did not pay for employment-related child care ($M = 27.5$), $F(1,28) = 4.9$, $p < .05$.

Months Employed

Statistically significant mean differences between groups on the number of months employed on their main job were found in only one of the 15 one-way analyses of variance that were performed (see Table 8-4). Those respondents who reported at least a high school level of education in the pre-intervention survey had worked more continuous months on their main job at the point of the post-intervention survey ($M = 7.6$) than those who reported less than a high school education ($M = 3.9$), $F(1,25) = 3.26$, $p < .10$.

Salary

Using a one-analysis of variance procedure, no statistically significant mean group differences were found in the reported hourly earnings of respondents across any of the 15 independent variables used in the analysis. See Table 8-4 for a summary of these findings.

Types of Help Needed

At the close of the post-intervention survey, respondents were asked about what types of help, if any, they thought were needed by mothers with young children who want to work. Eight-four of the 85 respondents reported at least one recommendation. In their

response, fully two-thirds (66.7%, n = 56) mentioned day care or a day care related issue, including less expensive day care, more experienced day care providers, more child care facilities, expanded hours for child care, more subsidized care, expansion of in-home care, and the need for more after school care. Non day care related responses concerned transportation issues (n = 6), improved salaries (n =4), training and education (n = 2), and help finding a job (n = 2). Eight of the 84 respondents (9.5%) had no idea about what was needed.

SUMMARY AND DISCUSSION

If the finding from the post-intervention survey about the percentage of respondents that did not remember receiving the offer (74.3%) could be extrapolated to the entire experimental sample (n = 300), only 77 respondents would be estimated to have remembered receiving the offer if they had been contacted. However, based on records maintained on experimental group participants by Child Care Resources Incorporated, nearly twice as many experimental group participants than estimated based on this extrapolation actually contacted CCRI about the child care offer (n = 143). Although this discrepancy suggests that experimental group members who participated in the post-intervention survey may not be representative of the larger group of experimental participants, it is also possible that this discrepancy is explained in part by the length of time between the last notification about the offer and the collection of the post-survey data: approximately seven months. Given the nature of the "passive" offer, many respondents could have forgotten about the offer in the interim or not associated the earlier offer to the one mentioned in the post survey. Whatever the explanation, extreme caution should be exercised in any extrapolations from the post-survey given the high cumulative nonresponse rate to the pre-intervention and post-intervention telephone surveys.

Although a high proportion of respondents mentioned some component of child care as a support need of mothers with young children who want to work, given the low proportion of post-survey respondents in the experimental group who remembered receiving the child care offer, it is not surprising that no significant differences were found between experimental and control group respondents in either their employment status or their work-related behaviors and outcomes. At least for these respondents who responded to the post-intervention survey, these findings suggest that the offer of child care to experimental group participants had little potential to effect their employment-related behavior and outcomes.

Given prior research, it is surprising that only modest group differences were found on the dependent variables across the many of the demographic, work, child-care, and program-related variables included in the analysis. However, small sample sizes, especially in the analyses including work hours, months employed, and salary, not only mitigated against detecting statistically significant differences between groups in the analyses, but also precluded the investigation of more complex interactions among independent factors that would be necessary to adequately examine the second hypothesis that frames the entire investigation.

In summary, these findings should be viewed merely as exploratory. Additional research is needed that tracks cohorts of respondents over time. A better understanding of the employment patterns of low-income parents over time is needed, especially the relationship between the strength of their child care support system and their employment behaviors and outcomes. The findings from this investigation suggest that telephone surveys may have limited potential success as a single data collection strategy in producing response rates that yield high levels of confidence in survey findings.

SECTION IX
CONCLUSIONS

SECTION IX

CONCLUSIONS

This evaluation has endeavored to examine the efficacy of the recycling fund concept from a multiple perspective. Through assessing study participant attitudes, perceptions, and employment-related behaviors and outcomes in its pre- and post-intervention components, it has attempted to provide a qualitative framework within which actual effects of the experimental intervention might be more meaningfully interpreted. By assessing the extent and pattern of relationships between subsidization of child care and subsequent AFDC outlays in North Carolina's most urbanized counties over time, it has probed the underlying economic rationale behind the Recycling Fund Concept under varying economic and ecological conditions. Finally, in examining the extent to which the actual offer of relatively immediate, employment-contingent child care actually serves to reduce welfare expenditures and increases the probability of welfare independence in the context of selected client characteristics, it has been possible to assess the actual behavior of target group members in relation to the experimental intervention.

RESEARCH DESIGN COMPONENTS

The Pre-Intervention Survey

Qualitatively, participants in this study appeared to possess a strong work ethic. The great preponderance of unemployed respondents to the pre-intervention telephone survey (87.9 percent) indicated they would prefer to work whether full- or part-time, with the large majority expressing a preference to work thirty or more hours a week. Approximately one out of every five respondents to this survey were active participants in the labor force. When asked to identify barriers to either employment (for unemployed respondents) or to preferred employment for respondents in the labor force, approximately forty percent of the former and thirty percent of the latter cited issues related to the availability of child care. The preponderance of respondents to the pre-intervention survey (83.3 percent) indicated they would make use of the experimental offer were it to be made available to them, while less than four percent stated outright that they would not take up the offer.

The Quasi-Experimental Time Series

In an effort to assess the relationship, if any, between expenditures for subsidized child care and subsequent expenditures for AFDC, a quasi-experimental time series analysis was conducted across a seven-year period for North Carolina's seven most urbanized counties. Results of this analysis suggested that no consistent pattern in the relationship between child care expenditures and subsequent AFDC outlays. Nonetheless, for two counties, including the focus of this evaluation -- Mecklenburg County -- a positive relationship between these two inflation-adjusted variables was apparent for relatively early lags, when controlling for unemployment and policy changes.

The design of the time series model was such that federal policy choices arising from the Omnibus Budget Reconciliation Act (OBRA) of 1981, and their direct effect on state policy, were unable to be fully captured given insufficient observation points prior to its implementation. Analysis of the relatively consistent prediction strength of changes in policy arising from OBRA of 1985 suggests that if there would have been a sufficient number of observation points prior to OBRA of 1981 available in the analysis, it, too, would have emerged as a major predictor of subsequent AFDC expenditures.

Overall, the time series analysis suggested that subsidized child care expenditures alone are not strongly related to subsequent AFDC outlays. While competing interpretations of this finding are tenable, the analysis would appear to suggest that programmatic variation within each county, fluctuations in county ecological characteristics, such as changes in levels of unemployment, and above all, policy changes, exert more direct influences on AFDC expenditures than does subsidized child care expenditures.

As was the case with system-level and client-level outcomes, the findings of this component appear to suggest that expenditures for subsidized child care do little to directly influence subsequent AFDC expenditures. Once again, the reason for this may rest in the possibility that child care serves as a stimulus to employment, and subsequent reduction of AFDC expenditures, only when more endemic issues of client employability, system labor force characteristics, and opportunities for employment have been successfully addressed. Without these potential barriers at client and system levels being adequately addressed, child care subsidization in and of itself may be expected to exert relatively little influence on system-level outcomes.

The Classical Experimental Design

Examination of aggregate expenditure outcomes for members of the experimental and control groups revealed no substantive difference in expenditures across AFDC, Food Stamp, and Medicaid programs. Further analysis of experimental or control group membership in relation to attainment of welfare independence similarly revealed no significant relationship in the context of characteristics shown in past research to be associated with variation in the dependent variable.

Given the relatively strong work orientation of respondents and their overwhelmingly favorable disposition toward the experimental intervention, why was there no discernable effect detectable at either system (i.e., aggregate welfare expenditures) or client (i.e., attainment of welfare independence) levels as a result of the experimental intervention? There are several possible explanations.

First, results from both the pre- and post-intervention surveys seem to suggest that employment patterns for members of the study population are somewhat random. Few statistically significant relationships were found between work-related behaviors and outcomes and the selected demographic, attitudinal, and dispositional characteristics of respondents to these surveys. Given the seemingly random nature of employment behaviors and outcomes, the offer of employment-contingent, subsidized child care in a timely fashion as a single intervention might be expected to have a minor impact in and of itself on the welfare outcomes for members of this population.

Barriers to attainment of welfare independence and ultimate economic self-sufficiency abound for members of the AFDC population. Indeed, the presence of many of these barriers, and the necessity for their removal or amelioration has formed the central thrust of the Family Support Act of 1988's Jobs Opportunities and Basic Skills (JOBS) initiative. Implicit in that legislation is the recognition that while transitional supports, such as availability of affordable child care, are necessary to foster the movement from welfare to employment, welfare independence and economic self-sufficiency for AFDC clients and their families will only occur when broader issues related to employability are addressed. From this orientation, the provision of a support service, such as that comprising the experimental intervention, would not be expected to have considerable impact, by itself, without a prior focus on developing client employability. This would particularly appear to be the case given that no additional supports were associated with the experimental intervention beyond those provided by the welfare support system in effect at the time of the demonstration

period. To the extent that the anticipation of loss of such supports as Medicaid coverage within a relatively short period after securing employment, and to the extent that often dismal prospects for obtaining adequate health coverage for themselves and their families operated as a disincentive to employment, the incentive provided by the offer of timely, subsidized employment-contingent child care might well be insufficient to overcome perceived loss of benefits arising from employment.

The Post-Intervention Survey

This final component of the demonstration project evaluation was designed to assess participants attitudes and employment behaviors and outcomes in light of their response to the experimental intervention. As noted in the discussion of findings from this survey in Section VIII, a relatively low response rate, coupled with considerably less recall of the receipt of the experimental intervention for respondents in the experimental group than would have been suggested by actual recorded contact with CCRI following the offer, may serve to limit generalizability of findings.

In general, there were few statistically significant relationships found between dependent variables measuring employment status and, if employed, work behaviors and outcomes (number of hours worked per week; number of months working current job; and hourly wage) and independent variables assessing respondents' demographic characteristics, pre-intervention employment status, work attitudes, pre-intervention disposition toward the experimental offer, experimental/control group status, and child care-related supports, behaviors, and preference. A significant association was found between the number of children that were dependents of the casehead and employment status; the fewer the number of children, the higher the proportion of employed respondents. Also, among employed respondents, those who were employed at the time of the pre-intervention survey reported working fewer hours on the average in the follow-up survey than those who were not employed at the time of the pre-intervention survey. To the extent that employment patterns for members of this population are, in fact, somewhat random, this finding may reflect group regression toward the mean. Finally, the large majority of respondents who expressed an opinion concerning needed supports for mothers with young children who want to work mentioned some facet of day care as a support need.

The results of the post-intervention survey must be interpreted with caution due to its limited sample size and low response rates. However, when considered in relation to

findings from the other components of the evaluation, these findings appear to support the perspective that child care availability and cost are viewed by respondents as barriers to employment.

METHOD EFFECTS

The Classical Experimental Design Component

Any methodological design carries with it potential contaminating or distorting effects: the experimental component of this assessment is no exception. One likely possible contaminating effect relates to the passive nature in which the experimental intervention was offered. Use of a mailed letter, with mailed follow-up reminders, may not be the most effective way to introduce a new initiative to this population. A high percentage of respondents to the post-intervention survey indicated that they either had not received the experimental offer (51.4%, n = 18), or could not remember whether they had received it or not (22.9%, n = 8). However, evidence based on the relatively low percentage of non-deliverable letters sent to respondents prior to the pre-intervention and post-intervention surveys suggests that, in most instances, addresses were highly accurate and that these mailings were delivered. Furthermore, analysis of the number of individuals in the experimental group who actually contacted CCRI in response to the initial letter or follow-ups (n=143, 47.67%) indicates that a considerably higher number of participants actually received the mailings than was suggested by respondents to the post-intervention survey alone.

One possible explanation for the low level of recall of receipt of the experimental offer by members in the experimental group who were contacted during the post-survey was the amount of time that had elapsed since the offer was first extended (fourteen months) and since follow-up contacts were sent (thirteen months and seven months, respectively). Many individuals may have considered the offer to have little salience for them personally, did not pursue the matter further, and gradually forgot the offer was made to them.

A second explanation may be that the mailed offer and follow-up letters were delivered, but that certain recipients elected not to read them. To the extent that envelope and letterhead characteristics did not appear relevant to the interests of the recipient, the mailings may have been treated as advertising or solicitation material, and discarded. Systematic bias may have been introduced as a result of this using this method if certain

participant characteristics were related to lack of disposition to open and/or read the mailed material.

An additional method effect that may have possibly introduced contamination into the classical experimental component lay in the extent to which interaction effects between the pre-intervention survey and the experimental offer were operative. As a result of questions concerning the demonstration asked during the pre-intervention survey, members in the experimental group may have had some suspicion that the experimental offer was, in fact, to be made available to them . This awareness may, in turn, have altered participant's behaviors in some way either prior to, or immediately upon receiving, the experimental offer letter. In other words, the experimental offer may not have been entirely unanticipated, and hence would not have represented a completely uncontaminated intervention. Only the other hand, control group respondents who responded to the pre-intervention survey or who learned about the special offer from other sources may have been frustrated by the prospect of such an offer but no actual offer.

The Pre- and Post-Intervention Surveys

Method effects may also have been present with respect to the administration of the pre- and post-intervention surveys. While the response rate among participants who were able to be contacted by telephone in the pre-and post-intervention surveys was quite favorable (85%), a majority of sample members (51.6%) in the pre-intervention survey were not able to be reached by telephone. In addition, only about one half of the respondents who had responded to the pre-intervention telephone survey (53.1%) had telephones or working numbers at the time of the post-intervention survey. Analysis of selected demographic characteristics of participants and non-participants in each survey suggested little substantive difference between members of these groups. Yet, to the extent that either non-subscription to telephone service or temporary cancellation of telephone service is systematically related to respondent characteristics not examined in this evaluation, systematic bias may have been introduced by the use of this approach.

The Quasi Time-Series Component

A final source of method effects relates to the use of reported expenditure data for state-subsidized child care used in the time-series component of this inquiry. For several observation periods prior to the introduction of automated reporting systems in 1984, data had to be exclude from the analysis due to obvious error. While these instances were few,

and readily detectable, there remains the possibility that additional data errors in the reported expenditure data were not detected. Any evaluation is captive to the quality of the information sources available to it.

In addition to data errors, it must be recalled that the aggregate subsidized child care and welfare expenditures used in the analysis reflected all such expenditures and were not restricted to those expenditures for participants who would have met qualifications to participate in the current demonstration. Moreover, although the largest proportion of Title XX funds that are earmarked for child care in North Carolina support the employment pursuits of low-income parents, subsidized child care expenditures used in the analysis were not limited only to those earmarked for employment-related reasons. It is likely that these method effects reduced the chances the detecting greater covariation between expenditures in the two program areas.

RECAPITULATION

The decision to adopt a triangulated methodological approach in this evaluation was undertaken to overcome the limitations of reliance on any one type of design and its associated potential defects. In addition, the use of multiple approaches toward examining the possible relation between offering subsidized, employment-contingent child care and outcomes at client and system levels enables consideration of this potential relationship from a variety of perspectives.

Findings from the qualitative pre- and post-intervention surveys indicate that child care issues are perceived by a sizable of proportion respondents as barriers to attainment of their preferred employment status. When asked if the offer of timely, subsidized, child care would be taken up for full-time employment, the great majority of respondents indicated that they would do so. When the offer was actually tendered to members of the experimental group, approximately one-half actually contacted CCRI for further information about the program; one out of six actually received subsidized child care support under the special offer. These findings lend support to the view that lack of access to timely and affordable child care is viewed as a constraint to employment by members of this population, and its availability may propel certain participants to initiate employment-related activities. Based on findings from interviews with respondents, access to such timely and affordable child care would be expected to contribute to increased opportunity for labor force participation for members of this population. Such labor force participation

should lead to consequent decreases in aggregate expenditures for welfare support and levels of welfare dependency over time.

Analysis of findings from both the experimental intervention outcomes and the quasi-experimental time series analysis paints a different picture, however. In the experimental component of the evaluation, the actual offer of timely, subsidized, employment-contingent child care resulted in no significant difference in aggregate welfare outlays for members of the experimental group in contrast to their control group counterparts. Even for those individuals with demographic characteristics at least theoretically associated with a greater likelihood of attaining welfare independence (i.e., mothers who are younger, with fewer children, who are employed, and who have spent a proportionally shorter time of their adult life on welfare), no significant interaction effects between these characteristics and the experimental offer were detectable in explaining their probability of welfare independence.

The lack of detectable differences between experimental and control group participants resulting from the experimental intervention may be an artifact of the relatively short (one-year) length of the demonstration period. Even among individuals who exited off AFDC for employment-related reasons, many may have been employed at sufficiently low wage levels as to continue their eligibility for Food Stamp and transitional Medicaid coverage.

In addition to findings from the experimental intervention, analysis of quasi-experimental time series relationships between expenditures for subsidized child care and subsequent expenditures for AFDC revealed no consistent pattern across the state's most urbanized counties. Taken together, these findings lend support to the view that the offer, and expansion, of publicly sponsored, employment- contingent child care may not, in and of itself, lead to reduced welfare dependency and subsequent cost savings.

It was noted at the outset of this report that two competing hypotheses have been debated in the literature concerning the relationship between publicly-subsidized child care and the level of welfare dependency (Hosni & Donnan, 1979). Findings from this evaluation appear to be supportive of both. These two hypotheses may well be complementary rather than contradictory. The perception by study participants that lack of access to timely and affordable child care serves as an impediment to employment may be strongly felt, and willingness to use such child care as a support to undertake or continue employment may indeed be strong. Yet, when faced with an array of additional barriers of

both a personal (e.g., lack of education, relevant job skills) and systemic nature (e.g., insufficient wage levels, lack of supportive benefits such as health insurance), the provision of subsidized child care may be insufficient to enable individuals to secure employment that would, in turn, lead to welfare independence and reduced welfare expenditures.

That different, albeit complementary, findings emerged as a result of different methodological approaches employed in this investigation speaks to the utility of employing multi-method, triangulated approaches in evaluation of human services initiatives. Reliance on either a qualitative or quantitative experimental or quasi-experimental approach, to the exclusion of other approaches, would have shown only part of the picture. Through the use of multiple methods, a richer understanding of an intervention, and its contexts, becomes possible, and the validity of findings are enhanced.

The ultimate question raised in this evaluative study is not so much one of "does subsidized child care make a difference" in fostering the transition of AFDC clients with young children from welfare to work, with subsequent reduction in welfare outlays. Rather, the question appears to be one of "when does the provision of such support" make a difference. When viewed from this perspective, the two competing hypotheses appear to be reconciled: as barriers to employment at client and system levels are removed or circumvented, it is likely that the provision of child care as a support system leading to employment becomes more important. For many individuals in this population, timely access to affordable and available child care would appear to be the last remaining barrier to employment, and the penultimate step to welfare independence.

SECTION X

RECOMMENDATIONS FOR POLICY, PRACTICE, AND RESEARCH

SECTION X

RECOMMENDATIONS FOR POLICY, PRACTICE, AND RESEARCH

POLICY AND PRACTICE

This evaluation has assessed the extent to which the offer of a single support system -- subsidized, employment- contingent child care -- can serve as a stimulus to employment and movement off AFDC and hence to decreased levels of aggregate expenditures for welfare and to increased levels of individual welfare independence. The combined findings from the qualitative, experimental, and quasi-experimental components of this evaluation tend to suggest that the existence of such a program, and guaranteed and timely access to it, in isolation, has no statistically significant effect in either promoting employment or employment-related behaviors and outcomes, in increasing client independence from the welfare system, or in reducing welfare outlays.

This conclusion appears to support the philosophy undergirding the recently adopted JOBS initiative of the Family Support Act: namely, that multi-faceted problems contributing to welfare dependence require multi-faceted approaches and supports to their resolution. Access to available and affordable child care is considered in the Act to be one of these necessary supports. However, it is unrealistic to expect child care, by itself, as tested in the present evaluation, to be a "magic bullet" in reducing welfare dependence and outlays through employment in the general population of AFDC recipients with preschool children. Consistent with the logic of the Family Support Act, the findings from this evaluation in no way suggest that child care subsidization for low-income working parents is not a critical support requirement for employment.

Low-income parents on AFDC face an acute dilemma: while provisions in welfare reform, such as the federal Family Support Act of 1988, require most recipients to either work or to prepare themselves for employment through school or training to receive assistance (Staff, 1989), there has not been a concomitant increase in federal support for subsidized child care (United States General Accounting Office (GAO), 1989). In fact, although federal expenditures for child care have risen dramatically in constant dollars over the last decade, "programs such as SSBG [Social Services Block Grant], which directly

purchase care for low-income families and are more likely to cover a greater proportion of the cost of care, experienced reduced federal funding" (GAO, 1989, p. 2). On the other hand, an increasing proportion of total expenditures are being spent on the child care tax credit--a benefit that greatly favors middle- and upper-income families (Besharov, 1989; GAO, 1989).

Findings from the pre-intervention survey suggest that increases in the availability of state-supported child care must be a component of any proposal to increase the level of employment participation, continuity, and success of AFDC recipients with preschool children. Although national statistics suggest that the overall supply of market-based child care is keeping pace with rising demands for this care (see Institute for Family Values, 1989 for a summary of this research), available slots remain competitive for children in many organized facilities in low-income communities and other types of arrangements in these communities often operate quite informally--factors that may seriously restrict the accessibility of child care resources for low-income parents (Kisker et al., 1989). Consequently, as found in the telephone survey, a relatively high proportion of employed respondents depend upon relatives for child care, especially their parents (cf. McGroder, 1988). This informal mode of child care may seriously restrict the number of hours that these mothers are able to work (Presser, 1989). Many low-income families may require a combination of information and referral services, advocacy, and financial assistance to broaden their options in negotiating the child care market for employment-related purposes, especially if they are to increase their level of labor force participation and compete successfully for the types of child care that maximize the intellectual, emotional, and social development of children.

According to a recent study by Kisker et al. (1989), for example, the cost of market child care for low-income families in three low-income communities paralleled national figures: the median cost was $50.00 per family per week, "an average of $1.38 per hour" (cited in Institute for Family Values, 1989, p. 8). As compared to other families and mothers with preschool children, employed mothers below the poverty line spend a disproportionate share of their income for market child care; according to figures presented by Hofferth (1988), child care cost constituted nearly one-third of their family budgets (cited in Institute for American Values, 1989, pp. 9-10). The relative high proportional costs of child care for these low-income parents may seriously restrict their child care options (cf. McGroder, 1988), forcing them to select child care providers for their preschool children based more on cost parameters than on child-related considerations. In

fact, cost was mentioned most often by employed respondents to the pre-intervention telephone survey (40.5%) as a reason for using their primary child care provider.

Given these national cost figures combined with the results from the pre-intervention survey, it was surprising that relatively few unemployed respondents to the survey mentioned the "cost of child care" as an barrier to a preferred kind of job. A higher proportion reported the "lack of available child care." However, as recently suggested in the research by Kisker et al. (1989), cost may be a second order issue to the primary issues of availability and access, especially the latter.

It is questionable, however, whether funding for subsided child care will ever be sufficient to close the supply and demand gap for low-income parents. Consequently, it is recommended that both policy and practice approaches reexamine the continued feasibility of relying wholly on subsidized child care for low-income working parents in urban areas such as Mecklenburg County, where market forces are such that the demand for subsidized care often outstrips the supply. While state-subsidized care will doubtless remain an important support for many low-income working parents with young children, fiscal restraints at both state and federal levels may lead to an insufficient level of support for such programs.

An additional potential constraint with over-reliance on state-subsidized employment-contingent child care relates to its ability to realistically meet the working hours and patterns of many low-income wage earners, who often work on shifts and days other than those to which the child care market is generally responsive. Of the employed respondents to pre-intervention telephone survey, one half worked schedules that may require more flexible child care arrangements than those typically offered through state-supported programs (most often restricted to day time hours, Monday through Friday). Presser (1989, p. 524) discusses a growing squeeze between the "diversity of work schedules," especially for women, and the restricted day-oriented hours of organized child care.

Public-private partnerships are encouraged as potentially effective in inducing employers to provide child care support as a benefit to their low-wage employees, particularly for those who work at "irregular" hours. Employers may benefit from reduced employee turnover and its associated costs. Such decreased turnover may lead to increased productivity for the employer, and to increased job skills and levels for the employee, thus strengthening that individual's movement toward, and attainment of, maximum economic

self sufficiency. It is recommended that alternative approaches to the provision of employment-contingent child care for low income parents be explored, enabling the expansion of such supports through the use of alternative funding mechanisms such as employer credits, that would provide a potentially more demand-responsive system than that currently in place.

RESEARCH

Three major recommendations are proposed based upon insights gained from the conduct of this evaluation study. First, more research is needed that explores the extent to which different modalities of contact with clients influences their propensity to accept the offer of timely, subsidized, employment-contingent child care as a means of moving toward economic self-sufficiency through welfare independence. The approach adopted in this evaluation strategy deliberately utilized a "passive" intervention: the offer, by mail, of such care. Whether the adoption of different approaches toward extending such an offer to members of this population results in outcome differentials at both the client and system levels needs to be examined. Such differing modalities might include agency outreach, contact with client by indigenous peer group members, multi-agency approach coordinated by an individual caseworker, and solicitation of clients through formal and interpersonal networks most relevant to their situation and locale (e.g., churches; neighborhood libraries and information centers; social clubs; housing projects). Examination of such coordination and communication patterns would suggest which modalities, under which conditions, for which clients, are the most effective in promoting the transfer from welfare dependence to independence.

It is also recommended that the relative value of child care availability and cost be compared to other types of client and family supports in terms of their power to act as incentives toward movement off AFDC and toward economic self sufficiency. By viewing subsidized child care in relation to such other supports as transportation, medical and health coverage, disability protection, and retirement pension provisions, it would be possible to determine the extent to which the availability of subsidized child care, in combination with one or more additional supports, becomes meaningful at the level of microeconomic decision-making. As an example, recipients may, on balance, forego seeking employment if there is perceived inadequacy of health coverage for themselves and their families, even though subsidized child care is made available to them in a timely fashion. Conversely, clients may be willing to seek employment and pay for either informal or formal child care arrangements themselves if attractive health care coverage is offered in the workplace. In

such cases, adequate health care coverage may prove to be the stronger economic stimulus to employment than subsidized child care.

Last, it is recommended that further research examine the effectiveness and feasibility of expanding the available pool of subsidized, employment-contingent child care slots to enable increased availability of demand-responsive care for individuals, especially in the service sector, who work hours and days other than those in which child care is most readily available (e.g., nights, and/or weekends). While evidence to date is largely anecdotal, the possibility exists that many lower-wage, entry level jobs for which members of this population might most readily qualify would take place at times other than the "traditional" working week. To the extent that subsidized child care as currently operative is unresponsive to this potential demand, its stimulus effect in moving recipients toward welfare independence may well be limited.

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APPENDIX A

PRE-INTERVENTION

TELEPHONE SURVEY

THE UNIVERSITY OF NORTH CAROLINA
AT
CHAPEL HILL

School of Social Work

The University of North Carolina at Chapel Hill
CB# 3550, 223 E. Franklin St.
Chapel Hill, N.C. 27599-3550
Tel. (919) 962-1225

February 8, 1989

Dear County Resident:

The School of Social Work is doing a study of families in Mecklenburg County. The purpose of this study is to help plan and develop better programs and services for families and children. You have been chosen as one of a small number of people in the county to take part in the study.

Within the next three weeks, a staff member will be phoning you to ask a few questions. This short survey will take only a few minutes of your time. Of course, your participation is voluntary, and all answers you give will be strictly confidential.

Your help and that of the others being asked to take part in this effort is essential to the study's success. We greatly appreciate it.

Sincerely yours,

Gary L. Bowen, Ph.D.
Peter A. Neenan, Ph.D.
Study Coordinators

UNIVERSITY OF NORTH CAROLINA AT CHAPEL HILL
School of Social Work

EMPLOYMENT AND CHILD CARE STUDY

May I speak with Mr./Ms. _____ (Respondent's Name)

INTRODUCTION:

Hello, I am (name) and I am with the University of North Carolina at Chapel Hill. We are conducting a short survey of families in Mecklenberg County. Did you receive a letter letting you know about the survey, and that we would be phoning you? **[Interviewer: If Respondent says no, read the highlighted parts of the letter, and go to the first question] [If he/she has received the letter, then read the following]** You have been selected to participate in this study, and I will be asking you a few questions about certain aspects of family life. Your answers will be treated as strictly confidential.

SECTION A: CHILDREN

I would like to begin by asking you a few questions about your children.

A-1. FIRST, HOW MANY CHILDREN LIVE WITH YOU FOR WHOM YOU ARE THE PARENT, LEGAL GUARDIAN, OR PROVIDE FINANCIAL SUPPORT? (Circle Number)

0 [If "0," Terminate Interview]

1 [If "1," Go to A-2, Page 2]

2

3

4 [If "2" or More, Go to A-3, Page 2]

5

6 or More

A-2. HOW OLD IS YOUR CHILD? (Record Response)

_____ (Number Years Old)

If Age "5" or Older, Terminate Interview

If Age Less than "1," Terminate Interview

If Age "1-4," Go to B-1, Page 3

A-3. HOW OLD IS YOUR YOUNGEST CHILD? (Record Response)

_____ (Number Years Old)

If Age "5" or Older, Terminate Interview

If Age Less than "1," Terminate Interview

A-4. HOW OLD IS YOUR NEXT YOUNGEST CHILD?

_____ (Number Years Old)

[Interviewer: Repeat Question A-4 for all Children up to Age 12, Record Below].

_____ (Number Years Old)

_____ (Number Years Old)

_____ (Number Years Old)

_____ (Number Years Old)

SECTION B: CURRENT EMPLOYMENT

Now I would like to ask a few questions about work.

B-1. INCLUDING SELF EMPLOYMENT, ARE YOU CURRENTLY EMPLOYED? (Circle Number)

1 Yes

2 No [Go to Section D, Page 9]

B-2. DO YOU WORK AT ONE JOB OR MORE THAN ONE JOB? (Circle Number)

1 One Job

2 More than One Job [Go to B-4]

B-3. ABOUT HOW MANY HOURS DID YOU WORK LAST WEEK? (Record Response) (If None, Write "00")

_____ (Number of Hours) [Go to B-5]

B-4. TAKING ALL THE JOBS AT WHICH YOU ARE WORKING, ABOUT HOW MANY HOURS DID YOU WORK LAST WEEK? (Record Response) (If None, Write "00")

_____ (Number of Hours)

B-5. IS THIS THE NUMBER OF HOURS THAT YOU USUALLY WORK? (Circle Number)

1 Yes [Go to B-7]

2 No

B-6. DO YOU USUALLY WORK MORE OR LESS HOURS? (Circle Number)

1 More

2 Less

B-7. WHAT TIMES OF THE DAY DO YOU USUALLY WORK? (Circle Hours on Chart Below)

a.m 12 1 2 3 4 5 6 7 8 9 10 11

p.m. 12 1 2 3 4 5 6 7 8 9 10 11

B-8. WHAT DAYS OF THE WEEK DO YOU USUALLY WORK?
(Circle Number for Each Day Reported)

1 Sunday

2 Monday

3 Tuesday

4 Wednesday

5 Thursday

6 Friday

7 Saturday

[Interviewer If "More Than One Job," Go to B-15, Page 5]

B-9. WHAT IS YOUR JOB TITLE?
(Record Response)

_____

_____

B-10. WHAT KIND OF BUSINESS OR INDUSTRY DO YOU WORK FOR?
(Record Response)

_____

_____

B-11. WHAT KINDS OF THINGS DO YOU DO ON THIS JOB?
(Record Response)

_____

_____

B-12. HOW MANY MONTHS HAVE YOU BEEN WORKING ON THIS JOB?
(Record Response)

00 Less Than One Month

_____ (Number of Months)

B-13. IS THIS THE KIND OF JOB THAT YOU REALLY WANT?
(Circle Number)

1 Yes [Go to Section C, Page 6]

2 No

B-14. WHAT PROBLEMS, IF ANY, ARE KEEPING YOU FROM GETTING THE KIND OF JOB THAT YOU WOULD REALLY LIKE?
(Record Response)

_____

_____

_____

[Go to Section C, Page 6]

B-15. FOR THE JOB AT WHICH YOU WORK THE MOST HOURS, WHAT IS YOUR JOB TITLE? (Record Response)

_____

B-16. HOW MANY MONTHS HAVE YOU BEEN WORKING ON THIS JOB?
(Record Response)

00 Less Than One Month

_____ (Number of Months)

B-17. WHAT KIND OF BUSINESS OR INDUSTRY IS THIS?
(Record Response)

_____

B-18. WHAT KINDS OF THINGS DO YOU DO ON THIS JOB?
(Record Response)

_____

_____

B-20. IS THIS THE KIND OF JOB THAT YOU REALLY WANT?
(Circle Number)

1 Yes [Go to Section C, Page 6]

2 No

B-21. WHAT PROBLEMS, IF ANY, ARE KEEPING YOU FROM GETTING THE KIND OF JOB THAT YOU WOULD REALLY LIKE?
(Record Response)

_____

_____

_____

SECTION C: DAY CARE FOR CURRENTLY EMPLOYED

[If "1" Child, Go to C-1]

[If "More Than One Child," Go to C-8, Page 7]

C-1. WHO USUALLY CARES FOR YOUR CHILD WHILE YOU WORK? (Record Response)

_____

_____

_____

[If No Provider, Go to Section F, Page 13]

[If Only One Provider Mentioned, Go to C-3]

C-2. WHICH OF THESE DO YOU USE MOST OFTEN? (Record Response)

_____

[Interviewer: Ask C-3 and C-6 for Main Provider Only]

C-3. DOES THIS CARE USUALLY TAKE PLACE IN YOUR OWN HOME, OUTSIDE YOUR OWN HOME, OR BOTH EQUALLY? (Circle Number)

1 Own Home

2 Outside Own Home

3 Both Equally

C-4. WHAT ARE THE MAIN REASONS THAT YOU USE THIS TYPE OF CHILD CARE WHILE YOU WORK? (Record Response)

_____

_____

_____

C-5. IS THIS THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER? (Circle Number)

1 Yes [Go to C-7, Page 7]

2 No

C-6. WHAT PROBLEMS, IF ANY, ARE KEEPING YOU FROM GETTING THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER? (Record Response)

_____

_____

_____

C-7. ABOUT HOW MANY HOURS A WEEK DO YOU USE ANY TYPE OF CHILD CARE WHILE YOU ARE WORKING? (Record Response)

_____ (Number of Hours)

[Go to Section F, Page 13]

C-8. WHO USUALLY CARES FOR YOUR [_____**INSERT AGE OF YOUNGEST CHILD**] YEAR OLD WHILE YOU WORK? (Record Response)

_____

_____

_____

[If No Provider, Repeat C-8 to C-14 for Each Child Under 12, Use Forms]

[If Only One Provider Mentioned, Go to C-10]

C-9. WHICH OF THESE DO YOU USE MOST OFTEN? (Record Response)

_____

[Interviewer: Ask C-10 to C-13 for Main Provider Only]

C-10. DOES THIS CARE USUALLY TAKE PLACE IN YOUR OWN HOME, OUTSIDE YOUR OWN HOME, OR BOTH EQUALLY? (Circle Number)

1 Own Home

2 Somewhere Else

3 Both Equally

C-11. WHAT ARE THE MAIN REASONS THAT YOU USE THIS TYPE OF CHILD CARE FOR THIS CHILD WHILE YOU WORK?
(Record Response)

_____

_____

_____

C-12. IS THIS THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER? (Circle Number)

1 Yes [Go to C-14]

2 No

C-13. WHAT PROBLEMS, IF ANY, ARE KEEPING YOU FROM GETTING THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER?
(Record Response)

_____

_____

_____

C-14 ABOUT HOW MANY HOURS A WEEK DO YOU USE ANY TYPE OF CHILD CARE FOR THIS CHILD WHILE YOU ARE WORKING?
(Record Response)

_____ (Number of Hours)

[Repeat C-8 to C-14 for Each Child Under 12, Use Forms]

[If No Additional Children under 12, Go to Section F, Page 13]

SECTION D: DAY CARE ARRANGEMENTS IF RESPONDENT WERE TO BE EMPLOYED

[If "1" Child, Go to D-1]

[If "More Than "One" Child, Go to D-7, Page 10]

D-1. WHO WOULD CARE FOR YOUR CHILD IF YOU WERE TO WORK? (Record Response)

_____

_____

_____

[If No Provider, Go to E-1, Page 12]

[If One Provider Reported, Go to D-3]

D-2. WHICH OF THESE DO YOU THINK YOU WOULD USE MOST OFTEN? (Record Response)

_____

_____

[Interviewer: Ask D-3 to D-6 for Main Provider Only]

D-3. WOULD YOU PREFER THIS CARE TO TAKE PLACE IN YOUR OWN HOME, OUTSIDE YOUR HOME, OR BOTH EQUALLY? (Circle Number)

1 Own Home

2 Outside Own Home

3 Both Equally

D-4. WHAT ARE THE MAIN REASONS THAT YOU WOULD USE THIS TYPE OF CHILD CARE IF YOU WERE TO WORK? (Record Response)

_____

_____

_____

D-5. IS THIS THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER? (Circle Number)

1 Yes [Go to E-1, Page 12]

2 No

D-6. WHAT PROBLEMS, IF ANY, WOULD KEEP YOU FROM GETTING THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER? (Record Response)

_____

_____

_____

[Go to E-1, Page 12]

D-7. WHO WOULD CARE FOR YOUR [____ **INSERT AGE OF YOUNGEST CHILD**] YEAR OLD IF YOU WERE TO WORK? (Record Response)

_____

_____

_____

[If No Provider, Repeat D-7 to D-12 for Each Child Under 12, Use Forms]

[If Only One Provider Mentioned, Go to D-9]

D-8 WHICH OF THESE DO YOU THINK THAT YOU WOULD USE MOST OFTEN? (Record Response)

_____

_____

[Interviewer: Ask D-9 to D-12 for Main Intended Provider]

D-9. WOULD YOU PREFER THIS CARE TO TAKE PLACE IN YOUR OWN HOME, OUTSIDE YOUR HOME, OR BOTH EQUALLY? (Circle Number)

1 Own Home

2 Outside Own Home

3 Both Equally

D-10. WHAT ARE THE MAIN REASONS THAT YOU WOULD USE THIS TYPE OF CHILD CARE FOR THIS CHILD IF YOU WERE TO WORK? (Record Response)

_____

_____

_____

D-11. IS THIS THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER? (Circle Number)

1 Yes [Read Instructions Below]

2 No

[Repeat D-7 to D-12 for Each Child Under 12, Use Forms]

[If No Additional Children under 12, Go to E-1, Page 12]

D-12. WHAT PROBLEMS, IF ANY, WOULD KEEP YOU FROM GETTING THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER? (Record Response)

_____

_____

_____

[Repeat D-7 to D-12 for Each Child Under 12, Use Forms Provided]

[If No Additional Children under 12, Go to E-1, Page 12]

SECTION E: FEELINGS ABOUT JOB FOR PAY

E-1. WHICH OF THE FOLLOWING BEST DESCRIBES YOUR CURRENT FEELINGS ABOUT WORKING.
(Read Each Statement, then Circle Number for Response)

1 I WOULD LIKE TO WORK 30 OR MORE HOURS A WEEK.

2 I WOULD LIKE TO WORK FOR LESS THAN 30 HOURS A WEEK.

3 I DO NOT WANT TO WORK AT THE PRESENT TIME.

[If "1" or "2," Go to E-3]

E-2. UNDER WHAT CONDITIONS, IF ANY, WOULD YOU BE WILLING TO WORK? (Record response)

_____

_____

_____

[If Respondent is not Willing to Work Under Any Circumstances, Go to Section F, Page 13]

E-3. WHAT PROBLEMS, IF ANY, DO YOU SEE AS KEEPING YOU FROM GETTING THE KIND OF JOB THAT YOU WOULD REALLY LIKE?
(Record Response)

_____

_____

_____

SECTION F: CHILD CARE DEMONSTRATION

Suppose for a minute that Mecklenberg County had a special child care program that did two things:

First, it would find a day care home or center within two weeks to care for (your child / all of your children under age 12) during the time that you work;
Second, it would provide financial assistance to help you cover some or all of the costs of this care.

Your only requirement to qualify for the program would be to work an average of 30 or more hours per week.

F-1. IF SUCH A SPECIAL PROGRAM EXISTED, WOULD YOU USE THE PROGRAM FOR WORK-RELATED REASONS ? (Circle Number)

1 Yes [Go to F-2]

2 Not Sure [Go to F-3]

3 No [Go to F-4]

4 No Opinion (Go to G-1, Page 14]

F-2. WHAT DO LIKE MOST ABOUT THIS SPECIAL PROGRAM? (Record Response)

_____

_____

[Go to G-1, Page 14]

F-3. WHAT ARE SOME OF THE REASONS WHY YOU ARE NOT SURE WHETHER OR NOT YOU WOULD USE THIS SPECIAL PROGRAM? (Record Response)

_____

_____

[Go to G-1, Page 14]

F-4 WHAT ARE SOME OF THE REASONS WHY YOU WOULD CHOOSE NOT TO USE THIS SPECIAL PROGRAM? (Record Response)

_____

_____

SECTION G: DEMOGRAPHIC

Finally, I would like to ask you a couple of questions about your schooling.

G-1. ARE YOU CURRENTLY ENROLLED IN ANY TYPE OF ON-SITE TRAINING OR SCHOOLING? (Circle Number)

1 Yes

2 No [Go to G-3]

G-2. ABOUT HOW MANY HOURS PER WEEK DO YOU ATTEND CLASSES OR ON-SITE TRAINING?

_____ (Number of Hours)

G-3. WHAT IS THE HIGHEST GRADE OR DEGREE THAT YOU HAVE COMPLETED? (Circle Number)

01 Less than High School (1 to 8 years)

02 Some High School but did not Graduate

03 GED

04 Certificate of Completion/Attendance

05 Graduated High School

06 Some College but did not Graduate

07 2 Year College Degree

08 4 Year College Degree

09 Graduate or Professional Degree

10 Other _____ (Please Specify)

CLOSING

This completes this survey Mr./Ms. [Last Name of Respondent]. Thank you very much for taking part in this study. Your participation will help in planning more effective services and programs for families in Mecklenberg County. Someone from the project may be calling you to verify that I have interviewed you. Do you have any questions before we hang up? Goodby, and thank you again. Have a nice [day, afternoon, evening].

APPENDIX B

PRE-INTERVENTION

MAIL SURVEY

THE UNIVERSITY OF NORTH CAROLINA
AT
CHAPEL HILL

School of Social Work

The University of North Carolina at Chapel Hill
CB# 3550, 223 E. Franklin St.
Chapel Hill, N.C. 27599-3550
Tel. (919) 962-1225

March 6, 1989

Dear County Resident:

You should have received a letter from us in early February letting you know that you have been chosen to take part in a survey of families in Mecklenburg County.

Since we have not been able to reach you by phone, we are enclosing a short survey that we are asking you to fill out and return in the enclosed envelope. Postage has already been paid, so you don't need to put a stamp on the return envelope.

While you have the survey in your hand, please take a minute and fill it out now and place it in the return envelope. It is very important that we receive your completed survey.

Thanks for your help. Your answers will help the county develop better services for families.

Sincerely yours,

Gary L. Bowen, Ph.D.
Peter A. Neenan, Ph.D.
Study Coordinators

ID Number _____
1

UNIVERSITY OF NORTH CAROLINA AT CHAPEL HILL

EMPLOYMENT AND CHILD CARE STUDY

This questionnaire is numbered to maintain confidentiality of your responses. Please do not put your name on the questionnaire. Read carefully and complete all questions on this survey in a way that best reflects your feelings. Thank you very much.

1. FIRST, HOW MANY CHILDREN LIVE WITH YOU FOR WHOM YOU ARE THE PARENT, LEGAL GUARDIAN, OR PROVIDE FINANCIAL SUPPORT?
(If None, Write "0")

_____ (Number of Children)

2. INCLUDING SELF EMPLOYMENT, ARE YOU CURRENTLY EMPLOYED?
(Circle One Number)

1 Yes →

2 No

2a. ABOUT HOW MANY HOURS DID YOU WORK LAST WEEK?
(Write in Blank Below) (If None, Write "0")

_____ (Number of Hours)

3. WHICH OF THE FOLLOWING BEST DESCRIBES YOUR CURRENT FEELINGS ABOUT WORKING.
(Read Each Statement, then Circle the Number beside the Statement that best reflects your feelings)

1 I WOULD LIKE TO WORK 30 OR MORE HOURS A WEEK.

2 I WOULD LIKE TO WORK FOR LESS THAN 30 HOURS A WEEK.

3 I DO NOT WANT TO WORK AT THE PRESENT TIME.

4. WHAT PROBLEMS, IF ANY, DO YOU SEE AS KEEPING YOU FROM GETTING THE KIND OF JOB THAT YOU WOULD REALLY LIKE?
(Please Write your Answer in the Space Below)

_____

_____

_____

Suppose for a minute that Mecklenberg County had a special child care program that did two things:

First, it would find a day care home or center within two weeks to care for (your child / all of your children under age 12) during the time that you work;
Second, it would provide financial assistance to help you cover some or all of the costs of this care.

Your only requirement to qualify for the program would be to work an average of 30 or more hours per week.

5. IF SUCH A SPECIAL PROGRAM EXISTED, WOULD YOU USE THE PROGRAM FOR WORK-RELATED REASONS ? (Circle One Number)

1 Yes

2 Not Sure

3 No

4 No Opinion

6. WHAT IS THE HIGHEST GRADE OR DEGREE THAT YOU HAVE COMPLETED? (Circle Number)

01 Less than High School (1 to 8 years)

02 Some High School but did not Graduate

03 GED

04 Certificate of Completion/Attendance

05 Graduated High School

06 Some College but did not Graduate

07 2 Year College Degree

08 4 Year College Degree

09 Graduate or Professional Degree

10 Other _____ (Please Specify)

WE WILL BE CONDUCTING A SECOND SURVEY IN THE NEAR FUTURE. PLEASE CHECK TO SEE IF YOUR ADDRESS AND TELEPHONE NUMBER ARE LISTED CORRECTLY BELOW. IF EITHER YOUR ADDRESS OR YOUR TELEPHONE NUMBER IS WRONG OR MISSING, WE WOULD APPRECIATE IT IF YOU WOULD PROVIDE US WITH THE CORRECT INFORMATION. THANK YOU.

STREET:_____

CITY/STATE/ZIP CODE:_____

TELEPHONE NUMBER:_____

This completes this survey. Please fold the survey and place it in the stamped envelope that we have enclosed. Drop it in the mail as soon as you can.

Thank you so much for taking part in this study. Your participation will help in planning more effective services and programs for families in Mecklenberg County.

APPENDIX C

QUASI-EXPERIMENTAL TIME SERIES RESULTS

CUMBERLAND

Lag in months

	1			2			3			4		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	-0.56	-1.69	0.09	-0.59	-1.83	0.07	-0.58	-1.83	0.07	-0.43	-1.31	0.20
UNEM	-706.04	-2.10	0.04	-678.43	-2.13	0.04	-555.74	-1.87	0.07	-455.07	-1.56	0.12
OBRA2	28283.92	4.99	0.00	29267.35	5.48	0.00	29766.03	5.86	0.00	29354.61	5.88	0.00
NONLIN	112.37	0.82	0.42	95.97	0.74	0.46	46.11	0.38	0.71	4.42	0.04	0.97
TOTAL R2	**0.55**			**0.61**			**0.65**			**0.68**		

	5			6			7			8		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.05	0.15	0.88	0.38	1.19	0.24	0.58	1.77	0.08	0.40	1.07	0.29
UNEM	-235.48	-0.82	0.41	-115.31	-0.41	0.69	-84.81	-0.31	0.76	-159.52	-0.57	0.57
OBRA2	26417.85	5.39	0.00	24282.84	5.01	0.00	23668.80	5.04	0.00	25101.00	5.33	0.00
NONLIN	-76.79	-0.66	0.51	-117.53	-1.01	0.31	-125.80	-1.11	0.27	-99.44	-0.87	0.39
TOTAL R2	**0.71**			**0.71**			**0.72**			**0.71**		

	9			10			11			12		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.57	1.37	0.17	0.74	1.60	0.11	0.66	1.30	0.20	0.93	1.58	0.12
UNEM	-182.52	-0.67	0.50	-216.71	-0.80	0.43	-290.82	-1.08	0.28	-394.07	-1.48	0.14
OBRA2	24985.55	5.38	0.00	24938.38	5.44	0.00	25620.80	5.66	0.00	25851.87	5.93	0.00
NONLIN	-87.79	-0.78	0.44	-69.51	-0.61	0.54	-37.40	-0.33	0.74	13.46	0.12	0.91
TOTAL R2	**0.71**			**0.71**			**0.70**			**0.71**		

DURHAM

Lag in months

	1			2			3			4		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	-4.31	-0.58	0.56	-6.14	-0.83	0.41	-14.42	-1.98	0.05	-14.07	-1.87	0.07
UNEM	1207.84	0.67	0.51	1110.79	0.61	0.54	893.05	0.50	0.62	448.28	0.25	0.81
OBRA2	40881.83	1.28	0.21	41734.84	1.31	0.20	45875.80	1.47	0.15	43797.29	1.41	0.16
TOTAL R2	**0.03**			**0.03**			**0.08**			**0.08**		

	5			6			7			8		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	6.79	0.87	0.39	12.36	1.55	0.13	15.63	1.95	0.06	15.03	1.91	0.06
UNEM	1518.29	0.82	0.42	1604.49	0.89	0.38	1754.80	0.98	0.33	1740.86	0.97	0.34
OBRA2	35496.63	1.12	0.27	29389.96	0.92	0.36	28447.40	0.91	0.37	33645.02	1.08	0.28
TOTAL R2	**0.04**			**0.06**			**0.08**			**0.08**		

	9			10			11			12		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	15.17	1.89	0.06	13.55	1.66	0.10	2.01	0.24	0.81	5.67	0.70	0.49
UNEM	1769.17	0.98	0.33	1357.59	0.76	0.45	1162.57	0.64	0.53	1088.83	0.60	0.55
OBRA2	36478.39	1.18	0.24	36736.31	1.18	0.24	38422.27	1.21	0.23	39273.43	1.24	0.22
TOTAL R2	**0.08**			**0.06**			**0.03**			**0.03**		

FORSYTHE

Lag in months

	1			2			3			4		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	-2.17	-4.91	0.00	-1.61	-4.56	0.00	-1.28	-4.10	0.00	-1.17	-4.10	0.00
UNEM	-111.47	-2.02	0.05	-87.72	-1.53	0.13	-70.88	-1.17	0.25	-57.00	-0.92	0.36
OBRA2	6534.10	3.69	0.00	6607.67	3.66	0.00	6649.09	3.59	0.00	6551.67	3.54	0.00
TOTAL R2	**0.52**			**0.51**			**0.48**			**0.48**		

	5			6			7			8		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	-1.20	-4.32	0.00	-1.25	-4.50	0.00	-1.25	-4.44	0.00	-1.11	-3.69	0.00
UNEM	-24.08	-0.38	0.71	10.11	0.15	0.88	29.50	0.42	0.67	26.14	0.34	0.73
OBRA2	6753.15	3.69	0.00	7017.74	3.86	0.00	7048.97	3.87	0.00	7029.89	3.70	0.00
TOTAL R2	**0.49**			**0.50**			**0.50**			**0.46**		

173

	9			10			11			12		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	-0.90	-2.80	0.01	-0.72	-2.14	0.04	-0.60	-1.80	0.08	-0.53	-1.61	0.11
UNEM	5.63	0.07	0.95	-12.43	-0.14	0.89	-29.68	-0.31	0.75	-40.32	-0.42	0.67
OBRA2	6951.73	3.52	0.00	6899.35	3.40	0.00	6725.90	3.29	0.00	6559.16	3.21	0.00
TOTAL R2	**0.42**			**0.39**			**0.37**			**0.37**		

GUILFORD

Lag in months

	1			2			3			4		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.43	0.79	0.43	0.70	1.38	0.17	0.71	1.46	0.15	0.64	1.52	0.13
UNEM	1262.65	7.90	0.00	1255.41	8.54	0.00	1208.97	8.62	0.00	1237.56	10.08	0.00
OBRA2	1938.77	0.34	0.74	2926.52	0.55	0.58	2970.45	0.59	0.56	5193.90	1.18	0.24
TOTAL R2	**0.56**			**0.59**			**0.60**			**0.66**		

	5			6			7			8		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.26	0.70	0.49	-0.29	-0.87	0.39	-0.57	-1.71	0.09	-0.15	-0.42	0.67
UNEM	1235.61	11.48	0.00	1241.28	12.70	0.00	1247.47	13.16	0.00	1210.84	12.83	0.00
OBRA2	6421.11	1.66	0.10	7384.67	2.09	0.04	7794.29	2.28	0.03	7574.84	2.22	0.03
TOTAL R2	**0.71**			**0.75**			**0.76**			**0.76**		

	9			10			11			12		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.48	1.34	0.19	0.61	1.73	0.09	0.18	0.49	0.63	0.24	0.66	0.51
UNEM	1192.70	13.05	0.00	1186.86	13.34	0.00	1165.96	12.70	0.00	1164.33	12.45	0.00
OBRA2	8638.67	2.59	0.01	9356.42	2.87	0.01	8387.02	2.49	0.02	8487.69	2.52	0.01
TOTAL R2	**0.76**			**0.77**			**0.76**			**0.75**		

173

MECKLENBURG

Lag in months

	1			2			3			4		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	-0.78	-4.08	0.00	-0.62	-3.21	0.00	-0.50	-2.59	0.01	-0.42	-2.09	0.04
UNEM	-406.33	-1.02	0.31	-183.51	-0.46	0.65	17.46	0.05	0.96	255.44	0.69	0.49
OBRA2	38262.42	5.69	0.00	35761.64	5.45	0.00	33396.47	5.48	0.00	31890.81	5.62	0.00
NONLIN	250.26	1.29	0.20	181.34	0.95	0.35	103.27	0.57	0.57	6.46	0.04	0.97
TOTAL R2	**0.32**			**0.30**			**0.31**			**0.34**		

	5			6			7			8		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	-0.21	-1.08	0.29	-0.04	-0.18	0.85	0.14	0.62	0.54	0.43	1.71	0.09
UNEM	586.49	1.58	0.12	641.87	1.77	0.08	798.78	2.17	0.03	1066.57	2.81	0.01
OBRA2	30195.82	5.50	0.00	29420.20	5.27	0.00	27245.88	4.82	0.00	23859.02	4.22	0.00
NONLIN	-65.86	-0.40	0.69	-6.85	-0.04	0.97	-17.71	-0.10	0.92	-32.55	-0.19	0.85
TOTAL R2	**0.38**			**0.38**			**0.40**			**0.43**		

	9			10			11			12		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.87	3.26	0.00	0.71	2.66	0.01	0.44	1.59	0.12	0.16	0.60	0.55
UNEM	1444.28	3.81	0.00	1237.80	3.31	0.00	1000.64	2.67	0.01	865.49	2.23	0.03
OBRA2	18598.21	3.35	0.00	20474.24	3.60	0.00	23855.11	4.07	0.00	26958.24	4.41	0.00
NONLIN	-55.54	-0.35	0.73	-27.18	-0.16	0.87	-11.05	-0.06	0.95	-43.51	-0.25	0.81
TOTAL R2	**0.49**			**0.46**			**0.43**			**0.41**		

NEW HANOVER

Lag in months

	1			2			3			4		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.11	1.33	0.19	0.06	0.74	0.46	0.11	1.39	0.17	0.09	1.11	0.27
UNEM	209.10	2.09	0.04	190.02	1.85	0.07	132.08	1.27	0.21	122.78	1.17	0.25
OBRA2	15001.90	7.30	0.00	15839.54	7.52	0.00	16548.28	7.85	0.00	17356.38	7.99	0.00
NONLIN	-126.46	-2.83	0.01	-113.12	-2.42	0.02	-82.29	-1.71	0.09	-71.63	-1.45	0.15
TOTAL R2	**0.68**			**0.68**			**0.70**			**0.70**		

	5			6			7			8		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.06	0.79	0.43	0.04	0.48	0.63	0.06	0.67	0.50	0.02	0.23	0.81
UNEM	106.32	0.98	0.33	112.77	1.00	0.32	116.14	1.03	0.31	127.21	1.12	0.27
OBRA2	17968.74	7.90	0.00	18069.41	7.88	0.00	18022.09	7.83	0.00	18154.52	7.88	0.00
NONLIN	-60.34	-1.16	0.25	-63.18	-1.17	0.25	-64.91	-1.19	0.24	-71.13	-1.31	0.20
TOTAL R2	**0.70**			**0.70**			**0.70**			**0.70**		

	9			10			11			12		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.03	0.32	0.75	0.01	0.07	0.94	0.05	0.66	0.51	0.07	0.86	0.39
UNEM	129.08	1.13	0.26	129.52	1.13	0.26	130.84	1.14	0.26	148.62	1.30	0.20
OBRA2	18139.12	7.84	0.00	18207.88	7.81	0.00	18071.82	7.73	0.00	17965.60	7.81	0.00
NONLIN	-72.81	-1.33	0.19	-73.42	-1.33	0.19	-74.32	-1.33	0.19	-78.01	-1.42	0.16
TOTAL R2	**0.70**			**0.70**			**0.70**			**0.71**		

WAKE

Lag in months

	1			2			3			4		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	-0.50	-1.15	0.25	-0.11	-0.27	0.79	0.15	0.43	0.67	0.23	0.76	0.45
UNEM	1738.73	3.79	0.00	1334.25	3.08	0.00	1064.23	2.73	0.01	793.14	2.33	0.02
OBRA2	6502.05	1.90	0.06	7646.03	2.37	0.02	9317.86	3.17	0.00	11277.10	4.34	0.00
NONLIN	-362.19	-1.88	0.06	-175.40	-0.97	0.34	-35.17	-0.21	0.84	108.99	0.73	0.47
TOTAL R2	**0.30**			**0.31**			**0.37**			**0.46**		

	5			6			7			8		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.03	0.14	0.89	-0.08	-0.39	0.70	0.06	0.30	0.77	0.22	1.12	0.27
UNEM	548.36	1.96	0.05	276.03	1.14	0.26	289.55	1.20	0.23	356.90	1.50	0.14
OBRA2	13237.90	6.15	0.00	14958.03	8.10	0.00	15001.25	8.14	0.00	15214.89	8.39	0.00
NONLIN	230.50	1.89	0.06	363.14	3.43	0.00	350.98	3.30	0.00	318.98	3.05	0.00
TOTAL R2	**0.59**			**0.69**			**0.69**			**0.69**		

	9			10			11			12		
	BETA	t	P	BETA	t	P	BETA	t	P	BETA	t	P
CCEXP	0.32	1.63	0.11	0.40	1.96	0.06	0.20	0.92	0.36	0.04	0.15	0.88
UNEM	410.97	1.75	0.09	432.02	1.85	0.07	389.76	1.61	0.11	371.65	1.50	0.14
OBRA2	15493.49	8.69	0.00	16005.72	8.78	0.00	15615.12	8.01	0.00	15053.85	7.50	0.00
NONLIN	288.45	2.80	0.01	282.93	2.71	0.01	284.11	2.57	0.01	278.30	2.43	0.02
TOTAL R2	**0.70**			**0.70**			**0.68**			**0.67**		

APPENDIX D

OFFER LETTERS

G

CHILD CARE RESOURCES INC.

March 18, 1989

Dear

You have been selected to be a part of a special program regarding employment and the need for child care. If you find a daytime job (between the hours of 7 AM and 6 PM), we will help you find day care for you children ages 1 - 12 years within two weeks of your telling us you have a job or the promise of a job. You must find a full time job (30 or more hours a week). Financial assistance to help you cover all or part of the cost of child care will be available to eligible parents.

If you are interested in this program, please call me at once at 376-6697. If I am not available, please leave your name and phone number and I will return your call.

Thank you for your time.

Sincerely,

Social Worker

jb

700 Kenilworth Avenue Charlotte North Carolina 28204 (704) 376-6697

H

CHILD CARE RESOURCES INC.

April 21, 1989

Dear

HAVE YOU WANTED TO GO TO WORK BUT COULD NOT FIND AFFORDABLE CHILD CARE?

You may remember that a letter was sent to you in March to tell you that you were selected as part of a special program regarding employment and the need for child care. As part of this special program, child care will be arranged for you within two weeks of your locating a full-time day job (at least 30 hours a week). Financial assistance for all or part of your child care costs will be provided based on your income.

If you are interested or want more information on this program call me at 704/376-6697 as soon as possible. If I am not available, please leave a message and I will return your call as soon as possible.

Remember, if you want to take advantage of this program, child care can be made available any time until March 22, 1990. Any child care that is provided will be continued as long as you remain eligible.

Thank you. I look forward to hearing from you.

Sincerely,

Social Worker

jb

700 Kenilworth Avenue, Charlotte, North Carolina 28204 (704) 376-6697

I

CHILD CARE RESOURCES INC.

August 21, 1989

Dear

HAVE YOU WANTED TO GO TO WORK BUT COULD NOT FIND AFFORDABLE CHILD CARE?

You may remember that a letter was sent to you in April to tell you that you were selected as part of a special program regarding employment and the need for child care. As part of this special program, child care will be arranged for you within two weeks of your locating a full-time day job (at least 30 hours a week). Financial assistance for all or part of your child care costs will be provided based on your income.

This opportunity is still available. If you are interested or want more information of this program call me at 704/376-6697 as soon as possible. If I am not available, please leave a message and I will return your call as soon as possible.

Remember, if you want to take advantage of this program, child care can be made available any time until March 22, 1990. Any child care that is provided will be continued as long as you remain eligible.

Thank you. I look forward to hearing from you.

Sincerely,

Social Worker

700 Kenilworth Avenue, Charlotte, North Carolina 28204 (704) 376-6697

APPENDIX E

POST-INTERVENTION TELEPHONE SURVEY

THE UNIVERSITY OF NORTH CAROLINA
AT
CHAPEL HILL

School of Social Work

The University of North Carolina at Chapel Hill
CB# 3550, 223 E. Franklin St.
Chapel Hill, N.C. 27599-3550
Tel. (919) 962-1225

May 4, 1989

Dear County Resident:

Last year, the School of Social Work did a telephone study of families in Mecklenburg County. If you remember, you took part in that telephone survey. The purpose of that survey was to help plan and develop better programs and services for families and children.

Within the following three weeks, a staff member will be phoning you again to ask a few questions. This short follow-up survey will take only a few minutes of your time. Of course, your participation is voluntary, and all answers you give will be strictly confidential.

We thank you very much for taking part in the earlier survey, and look forward to your help in this follow-up survey.

Sincerely yours,

Gary L. Bowen, Ph.D.
Peter A. Neenan, Ph.D.
Study Coordinators

UNIVERSITY OF NORTH CAROLINA AT CHAPEL HILL
School of Social Work

EMPLOYMENT AND CHILD CARE STUDY: POST SURVEY

Survey Control Number: _____ Group: Experimental 1 Control 2

May I speak with Mr./Ms. _____ (Respondent's Name)

INTRODUCTION:

Hello, I am (name) and I am with the University of North Carolina at Chapel Hill. You may recall that about a year ago you participated in short survey about families and their needs in Mecklenberg County. This is a follow-up to that survey. Did you receive a letter letting you know that we would be phoning you to conduct this follow-up survey? **[Interviewer: If Respondent says no, read the highlighted parts of the letter, and go to the first question] [If he/she has received the letter, then read the following]** Today, I will be asking you a few more questions about family life like those we discussed last time. Your answers will be treated as strictly confidential.

SECTION A: CHILDREN

I would like to begin by asking you a few questions about your children.

A-1. FIRST, HOW MANY CHILDREN LIVE WITH YOU FOR WHOM YOU ARE THE PARENT, LEGAL GUARDIAN, OR FOR WHOM YOU PROVIDE FINANCIAL SUPPORT? (Record Response)

_____ (Number of Children)

A-2. HOW OLD IS YOUR [YOUNGEST] CHILD? (Record Response)

_____ (Number Years Old)

SECTION B: CURRENT EMPLOYMENT

Now I would like to ask a few questions about work.

B-1. INCLUDING SELF EMPLOYMENT, ARE YOU CURRENTLY EMPLOYED? (Circle Number)

1 Yes

2 No **[Go to Section D]**

B-2. ABOUT HOW MANY HOURS DID YOU WORK LAST WEEK?
(Record Response) (If None, Write "00")

_____ (Number of Hours)

B-3. IS THIS THE NUMBER OF HOURS THAT YOU USUALLY WORK?
(Circle Number)

1 Yes **[Go to B-5]**

2 No

B-4. DO YOU USUALLY WORK MORE OR LESS HOURS? (Circle Number)

1 More

2 Less

B-5. WHAT TIMES OF THE DAY DO YOU USUALLY WORK?
(Circle Hours on Chart Below)

a.m 12 1 2 3 4 5 6 7 8 9 10 11

p.m. 12 1 2 3 4 5 6 7 8 9 10 11

B-6. WHAT DAYS OF THE WEEK DO YOU USUALLY WORK?
(Circle Number for Each Day Reported)

1 Sunday

2 Monday

3 Tuesday

4 Wednesday

5 Thursday

6 Friday

7 Saturday

B-7. WHAT IS YOUR JOB TITLE?
[IF MORE THAN ONE, PROBE FOR MAIN JOB]
(Record Response)

_____

_____

B-8. HOW MANY MONTHS HAVE YOU BEEN WORKING ON THIS [YOUR MAIN] JOB? (Circle Number or Record Response)

00 Less Than One Month

_____ (Number of Months)

B-9. ABOUT HOW MUCH DO EARN AN HOUR [MAIN JOB]?

_____ (Amount $)

B-10. IS THIS THE KIND OF JOB THAT YOU REALLY WANT? (Circle Number)

1 Yes **[Go to Section C]**

2 No

B-11. WHAT PROBLEMS, IF ANY, ARE KEEPING YOU FROM GETTING THE KIND OF JOB THAT YOU WOULD REALLY LIKE? (Record Response)

_____

_____

_____

SECTION C: DAY CARE FOR CURRENTLY EMPLOYED

C-1. ASSUMING YOU COULD HAVE ANY TYPE OR COMBINATION OF CHILD CARE ARRANGEMENTS YOU WANTED FOR YOUR [YOUNGEST] CHILD WHILE YOU WORK, WHAT WOULD YOU PREFER? (Record Response)

_____

_____

C-2. WHY WOULD YOU PREFER THIS TYPE (OR COMBINATION) OF ARRANGEMENT(S)? (Record Response)

_____

_____

C-3. DO YOU HAVE ANY RELATIVES OTHER THAN THOSE IN YOUR HOUSEHOLD WHO WOULD BE AVAILABLE TO CARE FOR YOUR [YOUNGEST] CHILD ON A REGULAR BASIS WHILE YOU WORK?
(Circle Number)

1 Yes

2 No

3 Don't Know

C-4. DO YOU KNOW OF ANY INDIVIDUAL NOT RELATED TO YOU WHO MIGHT BE AVAILABLE TO COME TO YOUR HOME TO CARE FOR YOUR [YOUNGEST] CHILD ON A REGULAR BASIS WHILE YOU WORK?
(Circle Number)

1 Yes

2 No

3 Don't Know

C-5 DO YOU KNOW OF ANY INDIVIDUAL NOT RELATED TO YOU WHO MIGHT BE AVAILABLE TO CARE FOR YOUR [YOUNGEST] CHILD IN THEIR OWN HOME ON A REGULAR BASIS WHILE YOU WORK?
(Circle Number)

1 Yes

2 No

3 Don't Know

C-6. DO YOU KNOW OF ANY DAY CARE CENTER OR PRESCHOOL THAT YOUR [YOUNGEST] CHILD COULD ATTEND WHILE YOU WORK?

1 Yes

2 No

3 Don't Know

C-7. WHO USUALLY CARES FOR YOUR [YOUNGEST] CHILD WHILE YOU WORK?
(Record Response)

_____

_____

_____

[If Only One Provider, Go to C-9]

C-8. WHICH OF THESE DO YOU USE MOST OFTEN? (Record Response)

_____

[Interviewer: Ask C-9 through C-13 for Main Provider Only]

C-9. WHAT ARE THE MAIN REASONS THAT YOU USE THIS TYPE OF CHILD CARE WHILE YOU WORK? (Record Response)

_____

_____

_____

C-10. IS THIS THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER? (Circle Number)

1 Yes **[Go to C-12]**

2 No

C-11. WHAT PROBLEMS, IF ANY, ARE KEEPING YOU FROM GETTING THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER? (Record Response)

_____

_____

_____

C-12. ABOUT HOW MANY HOURS A WEEK DO YOU USE ANY TYPE OF CHILD CARE WHILE YOU ARE WORKING? (Record Response)

_____ (Number of Hours)

C-13. ABOUT HOW MUCH DO YOU PAY FOR CHILD CARE EACH WEEK ON THE AVERAGE FOR YOUR [YOUNGEST] CHILD SO THAT YOU MAY WORK? (Record Response) (If None, Write 00)

_____ (Amount $)

[Go to Section F, if Experimental]

[Go to Section G, if Control]

SECTION D: DAY CARE ARRANGEMENTS IF RESPONDENT WERE TO BE EMPLOYED

D-1. ASSUMING YOU COULD HAVE ANY TYPE OR COMBINATION OF CHILD CARE ARRANGEMENTS YOU WANTED FOR YOUR [YOUNGEST] CHILD IF YOU WERE TO WORK, WHAT WOULD YOU PREFER? (Record Response)

_____

_____

D-2. WHY WOULD YOU PREFER THIS TYPE (OR COMBINATION) OF ARRANGEMENT(S)? (Record Response)

_____

_____

D-3. DO YOU HAVE ANY RELATIVES OTHER THAN THOSE IN YOUR HOUSEHOLD WHO WOULD BE AVAILABLE TO CARE FOR YOUR [YOUNGEST] CHILD ON A REGULAR BASIS IF YOU WERE TO WORK? (Circle Number)

1 Yes

2 No

3 Don't Know

D-4. DO YOU KNOW OF ANY INDIVIDUAL NOT RELATED TO YOU WHO MIGHT BE AVAILABLE TO COME TO YOUR HOME TO CARE FOR YOUR [YOUNGEST] CHILD ON A REGULAR BASIS IF YOU WERE TO WORK? (Circle Number)

1 Yes

2 No

3 Don't Know

D-5. DO YOU KNOW OF ANY INDIVIDUAL NOT RELATED TO YOU WHO MIGHT BE AVAILABLE TO CARE FOR YOUR [YOUNGEST] CHILD IN THEIR OWN HOME ON A REGULAR BASIS IF YOU WERE TO WORK? (Circle Number)

1 Yes

2 No

3 Don't Know

D-6. DO YOU KNOW OF ANY DAY CARE CENTER OR PRESCHOOL THAT YOUR [YOUNGEST] CHILD COULD ATTEND IF YOU WERE TO WORK?

1 Yes

2 No

3 Don't Know

D-7. WHO WOULD CARE FOR YOUR [YOUNGEST] CHILD IF YOU WERE TO WORK? (Record Response)

_____

_____

_____

[If No Provider, Go to Section E]

[If One Provider Reported, Go to D-9]

D-8 WHICH OF THESE DO YOU THINK YOU WOULD USE MOST OFTEN? (Record Response)

_____

_____

[Interviewer: Ask D-9 through D-12 for Main Provider Only]

D-9. WHAT ARE THE MAIN REASONS THAT YOU WOULD USE THIS TYPE OF CHILD CARE IF YOU WERE TO WORK? (Record Response)

_____

_____

_____

D-10. IS THIS THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER? (Circle Number)

1 Yes **[Go to D-12]**

2 No

D-11. WHAT PROBLEMS, IF ANY, WOULD KEEP YOU FROM GETTING THE TYPE OF CHILD CARE THAT YOU WOULD REALLY PREFER?
(Record Response)

_____

_____

_____

D-12. ABOUT HOW MUCH DO YOU THINK THAT YOU WOULD PAY FOR CHILD CARE EACH WEEK FOR YOUR [YOUNGEST] CHILD IF YOU WERE TO WORK? (Record Response) (If None, Write 00)

_____ (Amount $)

SECTION E: FEELINGS ABOUT JOB FOR PAY

E-1. WHICH OF THE FOLLOWING BEST DESCRIBES YOUR CURRENT FEELINGS ABOUT WORKING.
(Read Each Statement, then Circle Number for Response)

1 I WOULD LIKE TO WORK 30 OR MORE HOURS A WEEK.

2 I WOULD LIKE TO WORK FOR LESS THAN 30 HOURS A WEEK.

3 I DO NOT WANT TO WORK AT THE PRESENT TIME.

[If "1" or "2," Go to E-3]

E-2. UNDER WHAT CONDITIONS, IF ANY, WOULD YOU BE WILLING TO WORK? (Record response)

_____

_____

_____

[If Not Willing to Work and Experimental, Go to Section F]

[If Not Willing to Work and Control, Go to Section G]

E-3. WHAT PROBLEMS, IF ANY, DO YOU SEE AS KEEPING YOU FROM GETTING THE KIND OF JOB THAT YOU WOULD REALLY LIKE?
(Record Response)

_____

_____

[If Experimental, Go to Section F]

[If Control, Go to Section G]

SECTION F: CHILD CARE DEMONSTRATION

[For Experimental Only]

About one year ago, selected families in Mecklenberg County were sent a letter offering them a special child care program. This program had two main features:

First, it would find a day care home or center within two weeks to care for their children under age 12 during the time that they worked;
Second, it would provide them with financial assistance to help cover some or all of the costs of this care.

The only requirement for them to qualify for the program was to work an average of 30 or more hours per week.

F-1. DID YOU RECEIVE SUCH AN OFFER IN THE MAIL?

1 Yes

2 No **[Go to Section H]**

3 Not Sure **[Go to Section H]**

F-2. WHAT DID YOU LIKE MOST ABOUT THIS SPECIAL PROGRAM?
(Record Response)

_____

_____

F-3. WHAT DID YOU LIKE LEAST ABOUT THIS SPECIAL PROGRAM?
(Record Response)

_____

_____

F-4. WHOM DID YOU CONTACT ABOUT THIS OFFER?
(Circle Number or Record Response)

1 No One **[Go to F-6]**

2 _____

_____

_____

F-5. DID YOU ACTUALLY RECEIVE DAY CARE UNDER THIS OFFER? (Circle Number or Record Response)

1 Yes **[Go to F-7]**

2 No

3 Other (Please Clarify)

_____

F-6 WHAT ARE SOME OF THE REASONS WHY YOU CHOSE NOT TO USE THIS SPECIAL PROGRAM? (Record Response)

_____

_____

F-7. WHAT DIFFERENCE, IF ANY, DID THIS OFFER MAKE IN ENCOURAGING YOU TO LOOK FOR WORK? (Circle Number)

1 No Difference

_____

_____

F-8. WHAT DIFFERENCE, IF ANY, DID THIS OFFER MAKE IN HELPING YOU TO START WORKING? (Circle Number or Record Response)

1 No Difference

_____

_____

F-9. WHAT DIFFERENCE, IF ANY, DID THIS OFFER MAKE IN HELPING YOU TO KEEP WORKING ONCE YOU ACCEPTED A JOB? (Circle Number or Record Response)

1 No Difference

_____

_____

[Go to Section H]

SECTION G: CONTROL GROUP RESPONDENTS

G-1. WHAT TYPE OF HELP, IF ANY, IS AVAILABLE IN MECKLENBERG COUNTY THAT HELPS PARENTS WITH YOUNG CHILDREN FIND CHILD CARE FOR WORK-RELATED REASONS?
(Circle Number or Record Response)

1 No Help Available **[Go to H]**

2 Don't Know **[Go to H]**

_____

_____

_____

G-2. WHAT ARE SOME OF THE WAYS IN WHICH YOU FOUND OUT ABOUT THIS HELP? (Record Response)

_____

_____

_____

SECTION H POLICY RECOMMENDATIONS

H-1. WHAT TYPES OF HELP, IF ANY, DO YOU THINK ARE NEEDED BY MOTHERS WITH YOUNG CHILDREN WHO WANT TO WORK TO WORK? (Record Response)

_____

_____

_____

SECTION I

NOW I WOULD LIKE TO ASK YOU A FEW WORK-RELATED QUESTIONS. THERE ARE NO "RIGHT" OR "WRONG" ANSWERS. PLEASE TELL ME WHETHER YOU AGREE OR DISAGREE WITH EACH OF THE FOLLOWING: (Circle Number)

		AGREE	DISAGREE
I-1.	A job should be available to everyone who wants to work	1	2
I-2.	Boring work is ok as long as the pay is good	1	2
I-3.	Every able-bodied citizen should work	1	2
I-4.	Working at even a low-paying job is better than depending on welfare	1	2
I-5.	The working life of the average person is getting worse not better	1	2

SECTION J: LIFE SATISFACTION

J-1 FINALLY, HOW SATISFIED ARE YOU WITH YOUR LIFE IN GENERAL THESE DAYS? WOULD YOU SAY YOU ARE: (Circle Number)

1 Very Satisfied

2 Satisfied

3 Dissatisfied

4 Very Dissatisfied

CLOSING

This completes this survey Mr./Ms. [Last Name of Respondent]. Thank you very much for taking part in this follow-up study. Your participation will help in planning more effective services and programs for families in Mecklenberg County. Someone from the study office may be calling you to verify that I have interviewed you. Do you have any questions before we hang up? Goodbye, and thank you again. Have a nice [day, afternoon, evening].